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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

No. 1. January 1927.

This summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed.

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INTRODUCTION

The suggestion has frequently been made by those interested in the work of the International Labour Organisation that it would be useful if the Office were to publish a Monthly Summary *of its work similar to the* Monthly Summary of the League of Nations. *As those who have made this suggestion have been readers of the* Monthly Summary of the League of Nations, *it has seemed desirable that the International Labour Organisation* Monthly Summary *should be inserted as a separate sheet in the wrapper containing the* Monthly Summary of the League *and thus automatically go to the large public reached by that paper, and an agreement has been reached between the Secretary-General of the League of Nations and the Director of the International Labour Office to this effect.* The Monthly Summary of the International Labour Organisation *will confine itself to the briefest possible account of the principal activities of the Organisation. Readers who wish for further details may find them in the publications of the Office.*

This first number is devoted to a general survey of the work of the Organisation in 1926.

THE YEAR 1926

The year 1926 in the International Labour Organisation has been one of marked progress. In addition to the solid achievements of the International Labour Conference, the Governing Body and the various Advisory Committees, the year has been significant by reason of the indications that have been given by the three elements represented in the Organisation, the Governments, employers and workers of the various States, of a common desire not only to continue the work of the Organisation in the regions which have already been entered but to extend its activities into fresh fields in the spirit of Part XIII of the Peace Treaty.

Although the reasons for which the various States devote themselves to the work of the Organisation, arising out of particular national traditions or circumstances, are astonishingly various, an intense community of interest pulsates from Finland to Chile and from Japan to South Africa. In spite of criticisms and attacks from various quarters, the Organisation has gained in strength, in stability and in influence in 1926, and the year has given every reason to hope that the progress realised will be sustained in 1927.

THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Conference in 1926 was important from the standpoint both of practical achievement and of constitutional procedure.

Two Sessions of the Conference were held in immediate succession : one devoted mainly to the question of the inspection of emigrants on board ship; the other devoted mainly to questions affecting seamen. As concrete results of the work of these two Sessions, the Conference added to the code of international labour legislation which is gradually being established three Draft Conventions and three Recommendations; it also adopted other important decisions in the form of resolutions.

The Eighth Session

The Eighth Session was held in Geneva from 26 May to 5 June 1926, the President being Mgr. Nolens, Minister of State of the Netherlands. Thirty-nine States were represented at the Conference.

The Conference adopted a Draft Convention concerning the simplification of the inspection of emigrants on board ship. This Convention is based on the principle that the official inspection carried out on board an emigrant vessel for the protection of emigrants shall be undertaken by not more than one Government—as a rule, that of the country whose flag the vessel flies—in order that the present duplication and overlapping may be avoided.

The Conference also adopted a Recommendation concerning the protection of emigrant women and girls on board ship. This Recommendation provides for the appointment in certain circumstances of properly qualified women conductresses to give to women and girl emigrants while at sea any material or moral assistance they may need.

Further, the Conference adopted a Resolution in favour of the carrying of an interpreter on any emigrant vessel carrying at least 50 emigrants speaking a language not that of the country under whose flag the vessel sails.

The Conference also dealt with a certain number of constitutional questions. It adopted a Resolution in favour of the appointment of a committee of experts to examine the annual reports from Governments, under Article 408 of the Peace Treaty, on the application of Conventions ratified by them, with a view to facilitating the scrutiny of these reports.

The Conference also adopted a number of amendments to its Standing Orders, the most important of which provides that in future questions on the agenda of the Conference will pass through what is called a "double discussion" procedure. According to this system, a question placed on the agenda of the Conference by the Governing Body will, at the first of two successive Sessions, form the subject of a general discussion, and if the Conference considers that it is suitable for a Convention or Recommendation, it will determine the form of the questionnaire to be sent to Governments with a view to the detailed examination of the question at the succeeding Session of the Conference.

The Conference, further, adopted resolutions concerning native labour, scientific management, unemployment, the Hours Convention, and the establishment of a Correspondence Office in India.

Finally, a valuable series of discussions took place on the Director's Report to the Conference. Sometimes the discussion of the Report may appear disjointed and irrelevant, but there can be no doubt as to its value. The protests or questions addressed by the workers' delegates to the Government delegates and the employers' delegates, and the replies of the latter, frequently lead to new progress in the direction of the ratification of Conventions or the development of labour legislation.

Perhaps the most interesting debate was that between the Indian and Japanese delegates. The delegates of India, employers, workers, and Government alike, drew attention to the difficulties experienced in the Indian cotton textile industry through competition on the part of Japan, which had not ratified either the Hours Convention or the Night Work of Women Convention. The Japanese Government and employers' delegates defended the standard of labour legislation in Japan. The debate obtained much publicity both in Europe and in the East. As the Director pointed out at the time, it is due to the public discussion which takes place at the Conference that the workers of the Far East have succeeded in obtaining some of the benefits which the Organisation was intended to secure for the workers of the world.

The debate on this question, on the problem of the ratification of the Hours Convention, and on other matters added further testimony to the belief that the Conference is more and more becoming an international tribune for the serious discussion of labour questions throughout the world.

The Ninth Session

The Ninth Session of the Conference, which immediately followed the Eighth Session, was held in Geneva from 7 to 24 June 1926. At this Conference, which dealt exclusively with maritime questions, 38 States were represented. The President was Viscount Burnham, who had also presided over the Third and Fourth Sessions of the Conference (1921 and 1922).

The most important question before the Conference was the international codification of rules relating to seamen's articles of agreement. On this question the Conference unanimously adopted a Draft Convention which deals with the nature of the agreement and the conditions required for its validity, the various kinds of agreement and the particulars which it must include, the method of recording the agreement, the publicity to be given to the articles of agreement and the conditions of their expiry or termination.

The Conference went on to adopt a resolution in favour of placing on the agenda of an early Session of the Conference the question of articles of agreement for the deep-sea fishing industry as well as for other forms of navigation excluded from the Convention. Another resolution was adopted in favour of further study by the Office of penalties in respect of violations of articles of agreement, particularly by desertion or absence without leave, and the submission of the results to the Joint Maritime Commission with a view to the possible treatment of the question internationally.

On the question of repatriation, the Conference adopted a Draft Convention, a Recommendation and a Resolution. The Draft Convention lays down the seaman's right not to be left behind in a foreign country, and it makes this right definite by requiring national law to make the necessary provisions to ensure this. The Recommendation requests Governments to take steps to provide for the repatriation of masters and apprentices engaged under special contracts and excluded from the

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Convention. The Resolution, finally, invites Governments to ensure the repatriation of deep-sea fishermen.

The Conference also dealt with the question of the inspection of the conditions of work of seamen, and adopted on this subject a Recommendation on the general lines of the Recommendation on the general principles of factory inspection adopted in 1923.

A question which did not appear on the agenda of the Conference occupied a good deal of its attention. This was the question of hours of work in the mercantile marine. Since the failure of the Genoa Conference in 1920 to adopt a Draft Convention on this subject, the matter has continued to engage the attention of the Joint Maritime Commission, the Seamens' and Shipowners' organisations and the International Labour Office. The Conference, after previous examination in Committee, adopted a resolution asking the Governing Body to place the question of the regulation of hours of work on board ship on the agenda of a special maritime Session in 1928, and to submit this question to the Joint Maritime Commission at its next regular session.

The Conference also adopted resolutions instructing the Office to continue the study of seamen's welfare ashore and requesting the Governing Body to consider the possibility of placing this question on the agenda of an early Session of the Conference; and requesting the Office to collect information on the conditions of work in sponge-fishing, pearl-fishing, and similar occupations.

The Conference, meeting under conditions of extreme difficulty, reached conclusions of great importance. If opposition between shipowners and seamen was sometimes acute, the results obtained were none the less of positive value for the present and rich in promise for the future.

THE RATIFICATION OF DRAFT CONVENTIONS

On 1 December 1926 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League was 214. During the first eleven months of 1926, 29 ratifications were registered. The Conventions which show the greatest number of ratifications are :

The Draft Convention concerning Unemployment, ratified by 20 States;
The Draft Convention concerning the Night Work of Young Persons employed in Industry, ratified by 17 States;
The Draft Convention fixing the Minimum Age for Admission of Children to Employment at Sea, ratified by 16 States; and
The Draft Convention concerning the Rights of Association and Combination of Agricultural Workers, ratified by 16 States.

These figures, while not as favourable as might have been hoped, give no occasion for discouragement.

THE EIGHT-HOUR DAY

Special interest attaches to the efforts made in connection with the ratification of the Hours Convention.

The obstacles in the way of ratification encountered at one period of the year were so considerable that the Director felt it necessary in August to "take a reckoning" in an article in the *International Labour Review.* He there pointed out that the first months of the year had been propitious. On 15 March the Ministers of Labour of Belgium, France, Germany, Great Britain, and Italy met in Conference in London to decide if they were in full agreement upon the provisions of the Eight-

Hour Convention, to examine together the exceptions allowed or proposed, and to facilitate a more or less simultaneous ratification of the Convention. At this Conference they agreed upon a text embodying their conclusions and confirming their agreement upon the interpretation of certain clauses of the Convention. The hope was therefore naturally entertained that ratification would follow at an early date. Instead of that, however, in the early summer a general movement took place in the direction of a lengthening of hours of work. In Great Britain the permissive Act providing for an eight-hour day (instead of a seven-hour day) in the coal mines was adopted; in Italy a Decree was issued making possible the addition of one hour to the normal working day; and in France an attack was made in some quarters on the eight-hour day.

By the autumn, however, the situation had considerably improved. When the Governing Body examined the position in October, it was noted that Belgium had ratified the Convention unconditionally and without reservations, that in France the Bill authorising ratification had passed the Chamber of Deputies and was before the Senate, that in Germany a Bill rendering possible the ratification of the Convention would shortly be considered by the Federal Government[1], that in Italy the Decree providing for the possible extension of the working day to nine hours had not been put into operation, and that in Great Britain the eight-hour Act for the mines did not form an obstacle to the ratification of the Convention.

As a result of the discussion on the situation, the Governing Body decided to set up a Committee of twelve of its members to submit to the next Session of the Governing Body a report on the state of the hours question, with a view to the adoption of measures to reinforce the efforts of the Director to hasten the ratification of the Washington Convention.

THE GOVERNING BODY

The Governing Body of the Office held, as usual, four sessions in the course of the year. Most of its decisions are referred to in other parts of this survey and need not therefore be repeated here. It may, however, be mentioned that the Governing Body decided that the 1927 Session of the Conference, which will open on 25 May, will have on its agenda the questions of Freedom of Association, Sickness Insurance, and Minimum Wage-fixing machinery in trades in which organisation of employers and workers is defective, and where wages are exceptionally low, with special reference to the home working trades.

The Governing Body decided to reserve for final choice as items on the agenda of the ordinary Session of the Conference in 1928 the following three questions Prevention of Industrial Accidents, Unemployment Insurance, and the Regulation of Native Labour.

The Governing Body considered a Report submitted to it on the resolution on Scientific Management adopted by the Eighth Session of the Conference. It approved the negotiations undertaken by the Director with a view to collaboration between the Office and an Institute, the establishment of which has been contemplated by various organisations, particularly the Twentieth Century Fund of Boston.

A further important decision of the Governing Body related to the publicity of its sittings. After considering requests submitted to it by representatives of the press, including the International Association of Journalists accredited to the League of Nations, it decided that in future its sittings should, as a rule, be public.

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(1) This measure—the Workers' Protection Bill—has since been approved by the Federal Cabinet and published.

*

COMMISSIONS AND COMMITTEES

The various Commissions and Committees set up to assist the Office in its work have continued their activities during the year.

The Joint Maritime Commission

The Joint Maritime Commission met in Paris on 5-7 May, under the chairmanship of Mr. Arthur Fontaine.

A preliminary exchange of views took place on the proposed Draft International Labour Conventions relating to Seamen's Articles of Agreement and the proposed Recommendation relating to Inspection of the Conditions of Work of Seamen, prepared for submission to the Ninth Session of the International Labour Conference.

A Sub-committee presented a Report, which was adopted by the Commission, on the traffic which takes place in connection with the engagement of seamen, and on certain other abuses of which sailors are the victims when in port. This report formed the subject of a Resolution presented to the Conference.

The seamen's representatives on the Commission announced their intention of requesting the Conference, in acccordance with the resolution adopted by the French Federation of Seamen's Unions, to decide in favour of the inclusion on the agenda of the 1927 Session of the question of the international regulation of hours of work in ships. After a somewhat long debate, the shipowners' representatives stated that they would report to their respective organisations the desire expressed by the seamen and the tenor of the discussion upon it in the Commission.

It was decided by the Governing Body at its 32nd Session, in May 1926, that the composition of the Commission should be completed by inviting the International Labour Conference, at its Ninth Session, to nominate two deputy members to represent shipowners and two deputy members to represent seamen, in addition to the five members from each group already on the Commission. The Ninth Session of the Conference made the necessary nominations.

The Permanent Emigration Committee

The Permanent Emigration Committee held its first meeting in Paris on 22-23 March 1926, under the chairmanship of Mr. Arthur Fontaine. In addition to the three permanent members of the Committee, Messrs. Fontaine, Carlier, and Jouhaux, the meeting was attended by a number of experts.

The object of the meeting was to undertake a preliminary examination of the technical aspects of the question of the simplification of the inspection of emigrants on board ship, a subject on the agenda of the Eighth Session of the International Labour Conference.

After some discussion on the general aspects of the question, the experts proceeded to an exchange of views on the practical issues submitted to them. In the first place, they pronounced unanimously against the presence of several inspectors on board the same emigrant ship, considering that a single inspector would be preferable. They were also, generally speaking, of opinion that this inspector should be chosen by the State under whose flag the ship sailed, and that he should secure the enforcement of the legislation of such State.

Various solutions were also suggested for special cases; for example, in the event of the State in question failing to appoint the inspector, or in the event of there being special agreements between the emigration country and the navigation company concerned.

The single inspector would be entitled to submit complaints to the master, without in any way infringing the latter's prerogatives, and also to report to the Government of the State appointing him. The report would be communicated to the Governments of the other countries concerned and to the master of the vessel.

During the discussion, a recommendation in favour of the consideration of an international agreement fixing standardised minimum conditions to be demanded as regards all vessels, in respect of the treatment of emigrants, was supported by the majority of the experts, and approved without opposition.

Correspondence Committee on Industrial Hygiene

The Correspondence Committee on Industrial Hygiene met at Düsseldorf from 13 to 15 September 1926. Its agenda consisted of two items : (1) the question of weights to be carried by workers in general and dockers in particular, and (2) the question of industrial diseases subject to compensation which the Committee might propose to add to the list adopted by the Seventh Session of the International Labour Conference (Geneva 1925).

The meeting was opened by Mr. Albert Thomas, and was presided over by Dr. Glibert.

As regards the question of weights to be carried, the Committee decided to continue the investigation of this problem, either in the docks or in laboratories. It also examined a list of fatigue tests prepared by the Industrial Hygiene Section of the Office, and five experts undertook to revise the parts which concerned matters in which they specialise.

With reference to industrial diseases to be added to the list adopted by the 1925 Session of the Conference, the Committee was of opinion that the most urgent were the following : Phosphorus necrosis, poisoning by nitro-amido derivatives of benzine and kindred substances, pathological disorders caused by X-rays and other radio-active substances; cancer caused by tar, resin, bitumen, etc., and recurring dermatitis caused by the action of dust or liquids.

The Committee also discussed the problem of silicosis, and it was finally decided to continue the enquiry already begun and to ask the advice of the most qualified persons on the best methods of diagnosing the disease. A report on the subject is to be presented to the next meeting of the Committee.

Finally, the Committee discussed informally the important question of periodical medical examination in unhealthy industries. After laying down general principles, a resolution was adopted inviting the Office to instruct its Industrial Hygiene Section to study the question of the adoption of an international standard in this matter.

The International Conference of Labour Statisticians

The Third International Conference of Labour Statisticians, convened by the International Labour Office, met in Geneva from 18-23 October.

The agenda comprised :

The classification of industries;
Methods of compiling statistics of collective agreements;
Methods of compiling statistics of industrial disputes; and
Methods of conducting family budget enquiries.

Delegates representing in most cases the national statistical services were present from 21 countries.

The first few sittings were devoted mainly to methods of conducting family budget enquiries and methods of compiling statistics of collective agreements.

The Conference recognised the need for holding enquiries into family budgets every ten years, and for basing such enquiries on a considerable number of families which should be requested to keep daily accounts of income and expenditure over a sufficiently long period.

With regard to statistics of collective agreements, a keen discussion took place on the question whether it was actually possible to compile such statistics, having regard to the wide differences in the legal status given to collective agreements.

At its later sittings, the conference discussed statistics of industrial disputes. The Conference considered at some length the problems involved in making an exact distinction between a strike and a lock-out, and the best methods to adopt for determining accurately the results of disputes.

It adopted, on these questions, as on those relating to statistics of collective agreements and family budget enquiries, a series of resolutions of which drafts had been prepared by the International Labour Office, and which will form a solid foundation for the work of establishing by progressive stages uniformity in statistics.

Finally, the Conference considered the work done by the Office in connection with the compilation of an international schedule of the main industries, based on the industrial classifications employed for statistical purposes in the different countries. The Conference approved a number of suggestions as to the lines on which this work should be continued, in collaboration with the League of Nations and the International Institute of Statistics.

The Conference was presided over by Mr. John Hilton, Director of Statistics of the British Ministry of Labour.

The Mixed Committee on Economic Crises

The Mixed Committee on Economic Crises, composed of representatives of the Economic and Financial Committee of the League and of experts nominated by the International Labour Office, held a meeting in Geneva in March, at which it adopted various motions in favour of giving effect to the resolutions previously voted by the International Labour Conference concerning the campaign against unemployment.

In addition to the question of economic barometers and of methods of developing and generalising their use, the Committee continued its consideration of two problems which were submitted to it by the International Labour Conference of 1922, viz. methods to be used to combat existing unemployment, and the study of periodic fluctuations, with a view to finding some means of mitigating their effects.

While pointing to the effectiveness, under normal economic conditions, of a policy of credit control by banks of issue, the Mixed Committee dealt mainly at this session with the various disturbances caused by the war and by the development of economic nationalism which took place subsequent to the war; also with the exaggerated and artificial development of certain industries, and the disturbance of international commerce caused by an excessive protectionism, fiscal methods, profiteering and middlemen.

The Refugee Advisory Committee

The Refugee Advisory Committee held its annual meeting at the International Labour Office on 9 September 1926. The Committee took the opportunity of paying a tribute to the work accomplished during the past year by the High Commissioner and by the International Labour Office in the work of placing refugees.

The Committee adopted a resolution, proposed by the British organisations, recommending action, in co-operation with the French authorities, in favour of some 50,000 distressed Armenian refugees in Syria.

Among the other resolutions adopted by the Committee special mention may be made of that proposed by the representatives of the Russian organisations, concerning the legal status of refugees, and drawing attention, in particular, to the view that the various practical questions arising in connection with the status of Russian refugees will never be satisfactorily settled until the whole question has been definitely regulated by the League of Nations. In this connection the Committee took the view that the Inter-Governmental Conference of May 1926 had laid down the general principles which might be followed by the High Commissariat for the solution of the question.

Another resolution was adopted on the proposal of one of the Russian representatives, concerning the placing of intellectual workers, pointing out the desirability of making arrangements to enable Russian students to pursue their University studies.

It may here be mentioned that the International Labour Office has been able, since it took over refugee work on 15 January 1925, to transfer and place in employment 40,000 refugees.

It is estimated that over 1,000,000 Russian and Armenian refugees are scattered throughout Europe and China. The International Labour Office is directly concerned with the unemployed and destitute, numbering approximately 190,000, of whom 90,000 are Russian refugees and 100,000 Armenian refugees.

Two new Committees have been set up by the Organisation during the year.

Committee on the Application of Conventions

A Committee of Experts was appointed by the Governing Body at its thirty-third session, held in October 1926, to facilitate the use of the reports presented, in accordance with Article 408 of the Treaty of Versailles, with regard to the application of Conventions by States which have ratified them. This Committee was set up in conformity with a resolution adopted by the Eighth Session of the Conference, and in accordance with previous consideration given to the problem by the Governing Body.

Committee on Forced Labour

The Governing Body has approved a number of nominations of experts to be members of the Advisory Committee for the Study of Questions of Forced Labour and Long-Term Contract Labour. The institution of this Committee was decided on by the Governing Body as a result of a study of the problem, and having regard to the desire expressed by the 1925 Assembly of the League of Nations and the declaration of Lord Cecil concerning the continuance of the study by the Office of native labour and the regulation of its conditions.

THE PERMANENT COURT OF INTERNATIONAL JUSTICE AND THE COMPETENCE OF THE INTERNATIONAL LABOUR ORGANISATION

The Permanent Court of International Justice, at a hearing held on 23 July 1926, delivered its advisory opinion on the following question :

> Is it within the competence of the International Labour Organisation to draw up and to propose labour legislation which, in order to protect certain classes of workers, also regulates incidentally the same work when performed by the employer himself?

This question was submitted to the Court at the instance of the Employers' Group on the Governing Body, and arose out of the doubts felt by the Employers' Group as to the competence of the Organisation in connection with a Draft Convention concerning night work in bakeries adopted at the Seventh Session of the Conference, which included the following paragraphs :

> Subject to the exceptions hereinafter provided, the making of bread, pastry or other flour confectionery during the night is forbidden.
>
> This prohibition applies to the work of all persons, including proprietors as well as workers engaged in the making of such products.

The Court, after a careful examination of the relevant documents and memoranda submitted to it, and after hearing the oral declarations of representatives of the various organisations concerned, answered the question in the affirmative, thus upholding the competence of the International Labour Organisation.

THE COLLECTION AND DISTRIBUTION OF INFORMATION

The Office has continued its work in the collection and distribution of information. The Library now includes over 150,000 items, in more than 30 different languages, and over 2,000 periodicals coming from 55 countries are regularly received.

The various enquiries which have been entrusted to the Office, including the Enquiry into Conditions of Work in the Mines, the Enquiry on Freedom of Association, the Enquiry into Conditions of Work in Asiatic Countries, the Enquiry on Apprenticeship and Technical and Vocational Education, the Enquiry on Conciliation and Arbitration, the Enquiry on Legal Decisions on Labour Questions, the

Enquiry on Social Charges, and the Enquiry on the Position of Agricultural Workers, have been pressed forward.

Important researches have also been undertaken on various aspects of the questions of unemployment, social insurance, migration, industrial hygiene and safety work of women and children, and the conditions of work of intellectual workers.

The work of the Office in replying to requests for information on labour and industrial questions, received from Governments, employers' and workers' organisations, and various public and private bodies, continues to grow in importance. In 1925 the number of such requests received was 687 (compared with 505 in 1924 and 402 in 1923). In 1926 the total for 1925 had already been exceeded by 12 November.

The periodical and serial publications of the Office, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Legislative Series*, the *International Labour Directory*, the *Encyclopaedia of Hygiene, Pathology and Social Welfare*, the *Bibliography of Industrial Hygiene*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, have all continued to appear. In addition, a number of important *Studies and Reports* have been issued, some in connection with the work of the Conferences and Committees, others, such as reports on the Stabilisation of Employment in the United States and Industrial Conditions and Labour Legislation in Japan, in view of the general public interest that is taken in these questions. All the work done in this field continues to be based on the conviction of the Office that no reform can be fruitful, no progress can be real, that is not solidly established on a basis of knowledge.

THE INAUGURATION OF THE NEW BUILDING

The new building of the International Labour Office was formally inaugurated on 6 June 1926, between the Eighth and Ninth Sessions of the International Labour Conference. In the morning a meeting was held, at which, among those present, were the President of the Swiss Confederation, members of the Council of the League of Nations, Ministers of various States Members of the League and the Labour Organisation, members of the Diplomatic Corps, and representatives of the public authorities of Geneva. Addresses were delivered by a large number of prominent personalities, most of whom had been associated since the start with the work of the International Labour Organisation. In the afternoon, in the presence of a large gathering, the entrance gates of the new premises were formally opened with three symbolic keys by Mr. Arthur Fontaine, Chairman, and Mr. Carlier and Mr. Oudegeest, Vice-Chairmen, of the Governing Body, representing the Governments, the employers and the workers.

The new building, which has been enriched with gifts contributed as examples of their national art by over twenty Governments and a certain number of organisations and personalities, is admirably adapted for the secretarial work of the Organisation.

CO-OPERATION WITH THE LEAGUE OF NATIONS

Close co-operation has been maintained between the International Labour Office and the League of Nations. This co-operation is indicated not only by the participation of the Office in the work of certain of the League Committees, but also by the number of decisions of the Assembly which concern the Office.

The Office has continued to co-operate with the International Committee on Intellectual Co-operation, with the Advisory Commission for the Protection and Welfare of Children and Young Persons, with the Communications and Transit Organisation, with the Mandates Commission, and in connection with Disarmament and Health.

Particularly close co-operation has taken place in connection with the preparatory work for the International Economic Conference. One member of the Employers' Group and one member of the Workers' Group on the Governing Body were requested by the Council to sit on the Committee, together with four persons qualified to represent the point of view of the workers and two members of the International Co-operative Alliance. In addition, and in order to give a clear indication that the International Labour Organisation was to take a systematic part in the preparatory work for the Conference, the Council of the League decided that the Chairman of the Governing Body was to be asked to attend those sittings at which the Council would discuss questions relating to the preparation of the Conference which may concern the International Labour Office.

The Office has also collaborated in the documentary preparation for the Committee and has supplied several Memoranda on the fields allotted to it.

The Seventh Assembly dealt with a number of questions in which the Office is interested and in which it co-operates with the various organs of the League, such as the Economic Conference, Mandates, Slavery and Forced Labour, Russian and Armenian Refugees, and the Protection of Children.

RELATIONS

No account of the work of the Organisation in 1926 would be complete without some mention of the relations maintained between the Office and the world of industry and labour. The fruitfulness of the work of the Organisation depends in large measure not only on the support of public opinion in general but also on the collaboration of the employers and workers of the world.

During 1926 the employers have shown readiness to co-operate in the work of the Organisation. The International Organisation of Industrial Employers has collaborated in the Enquiry into Conditions of Work in Coal Mines, the various employers' organisations have supplied invaluable assistance in the preparation of the Directory of Employers' Organisations published by the Office, and close collaboration has taken place with the International Chamber of Commerce.

The workers' organisations have continued to give the fullest support to the Organisation, and from almost every country in the world, from the Baltic States to Australia, messages of confidence and goodwill have been received. The various international trade union federations have also reiterated their support of the Organisation.

The Co-operative movement, through the International Co-operative Alliance and the various national societies, has continued to express its sympathy with the work of the Organisation.

The Intellectual workers of the world, through the International Confederation of Intellectual Workers and the various international and national professional and student associations, among which special mention should be made of the International Federation of Journalists, have expressed their desire to collaborate with the Office.

Finally, among the many other international associations which actively support the Organisation, special mention should be made of the International Association for Social Progress and the newly-created Committee for the International Labour Organisation and Social Legislation of the International Federation of League of Nations Societies.

The active goodwill represented by the support of all these bodies, which often differ acutely on other questions, is a good augury for the increasing success of the Organisation in facilitating the establishment of social justice.

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No. 2. **February 1927.**

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THE GOVERNING BODY

The Governing Body of the International Labour Office met on 28, 29, and 30 January, Mr. Arthur Fontaine, French Government delegate, presiding.

The Chairman welcomed the new representative of the Japanese Government, Mr. Kasama, who, in thanking the Governing Body for its welcome, assured it that he would continue with the same zeal as his predecessor, Mr. Mayeda, the fruitful collaboration of his country in the work of the International Labour Organisation.

The Governing Body discussed the report of Mr. Albert Thomas, Director of the International Labour Office, on the work of the Office since the last Session. It noted the satisfactory progress of the ratification of International Labour Conventions, the number of ratifications being now 215.

Mr. Albert Thomas supplied some information on the international situation of the Eight-Hour Day and on the new possibilities of the ratification of the Washington Convention in France, Germany, and Great Britain.

The Governing Body then considered the report submitted to it by Mr. Butler, Deputy-Director of the Office, on his mission to the United States and Canada. It congratulated Mr. Butler on the interesting information he had brought back from his journey, information which would contribute to render closer the ties between the countries of North America and the International Labour Organisation.

The representative of the German Government submitted a proposal for facilitating and extending the use of the German language at the International Labour Conference. The Governing Body decided to remit the preliminary examination of this question to its Standing Orders Committee.

The Governing Body examined the Resolution remitted to it by the Ninth Conference with regard to the possible convocation in 1928 of a special Maritime Conference, to deal particularly with the International Regulation of Hours of Labour on Board Ship.

In the course of an interesting discussion, the delegate of the British Government and the Employers' Group asked that the study of this questions hould be adjourned to the next Session of the Governing Body. After this proposal had been rejected, the Governing Body decided, by 13 votes to 9, with 1 abstention, to give effect to the recommendation adopted by the Joint Maritime Commission on 22 January and to inscribe provisionally the question of the International Regulation of Hours of Labour on Board Ship on the agenda of a Maritime Conference to be held in 1928. The final decision with regard to the convocation and the agenda of this Maritime Conference will be taken at the next Session of the Governing Body.

The Governing Body was called upon to determine the final agenda of the ordinary Session of the Conference in 1928. In order to avoid too heavy a programme for this Conference, which would probably take place after a Maritime Conference, it decided to inscribe on its agenda only the question of the Prevention of Accidents, including those caused by Coupling on Railways.

The Governing Body then examined there port of Mr. Sokal, delegate of the Polish Government, who explained the work done by the Eight-Hour Committee with a view to seeking the means of reaching a general and final agreement on the question of hours of labour.

Messrs. Lambert-Ribot and Oersted explained, in the name of the Employers' Group, the difficulties to which, in their opinion, the ratification of the Washington Convention was still exposed.

Mr. Jouhaux recalled the agreement reached last year in London between the Ministers of Labour of France, Germany, Great Britain, Italy, and Belgium with a view to a common interpretation of certain clauses in the Convention. As Belgium had given effect to the London agreement and had ratified the Convention unconditionnaly, Mr. Jouhaux urged the other Governments concerned to ratify it at the earliest possible moment.

The Governing Body then heard statements by Messrs. Wolfe, representative of the British Government, Poulton, Oudegeest, and Hermann Müller, of the Workers' Group. Mr. Albert Thomas summed up the discussion and mentioned his reasons for being of good hope. He showed, on the basis of recent events, the constant progress of the idea of the eight-hour day in the great industrial countries, and in particular, Belgium having ratified, in France, Germany, Great Britain, and Italy. He indicated that the work accomplished by the Eight-Hour Commission would help the International Labour Office to follow up and to develop its efforts with a view to obtaining the early ratification of the Washington Convention.

The Governing Body then decided to consider two proposals of Mr. de Michelis, Italian Government delegate, regarding the creation of a permanent committee on intellectual work and the rôle of the International Labour Office in the educational use of the cinema. It affirmed that the competence of the International Labour Office should cover intellectual workers, and it authorised the Director to submit a full and detailed scheme with a view to the organisation of a Permanent Committee on Intellectual Work, with regard to the creation of which a decision would be taken at the next Session.

The Governing Body will hold its next meeting on 31 March.

COMMISSIONS AND COMMITTEES

In addition to the usual quarterly meeting of the Governing Body, meetings took place in the course of the month of the following Commissions and Committees:

THE JOINT MARITIME COMMISSION

The Joint Maritime Commission of the International Labour Organisation met in Geneva from 20-22 January 1927, under the chairmanship of Mr. Arthur Fontaine (France), Chairman of the Governing Body of the International Labour Office.

The Commission considered the report of Mr. Albert Thomas on the general work of the Office as regards maritime questions.

Note was taken of the progress of ratifications of the Conventions concerning maritime labour, the number of such ratifications having increased in the course of the past year from 55 to 69.

Note was also made of the action taken by the Office with regard to various problems which the Commission had invited it to study. The Commission approved detailed plans, submitted to it by the Office, for enquiries into conditions of work in the fishing industry.

The problem of social insurance for seamen received some attention. The Commission was informed that a general report on sickness insurance was being prepared by the Office for the purposes of the 1927 Conference, and that it would contain provisions applicable to seamen.

Passing to the question of the general protection of the health of seamen, the Commission observed with satisfaction the creation of a permanent joint committee of the League of Red Cross Societies, the Health Section of the League of Nations, and the International Labour Office, with a view to studying suitable measures for facilitating the medical treatment of seamen and the promotion of their wellbeing both at sea and ashore.

The Commission next discussed safety measures in connection with the loading and unloading of ships. It was of the opinion that the question of marking the weight of packages carried in ships might be placed on the agenda of a general Conference.

The Commission then examined the decisions of the Ninth Session of the International Labour Conference, and especially the resolution concerning the study of the penalties applied in the different countries to breach of seamen's articles of agreement. It considered that it was desirable to continue the examination of the legislation in force.

A favourable reception was given to the idea of including in the agenda of the next maritime Conference, with a view to a Recommendation, the question of the conditions under which seamen live in the ports.

The Commission approved the plan of enquiry proposed by the Office with regard to conditions of work in sponge-fishing and pearl-fishing.

The opinion of the Commission was requested, in conformity with a Resolution of the 1926 Conference, on the advisability of including the question of the regulation of hours of work on board ship in the agenda of a maritime Session of the Conference in 1928.

The shipowners' representatives declared that it did not appear to them to be possible to apply the eight-hour day in a uniform manner on board ship, and they were therefore not in favour of bringing the problem now before an international conference. They contended that the Peace Treaty had dealt with the eight-hour day only as an ideal to be attained, and that the special and complicated conditions of maritime navigation made it impossible at present to alter the established system in order to comply with general principles.

The seamen's representatives pointed out that the reduction of hours of work in the merchant marine was contemplated so long ago as 1919 by the Washington Conference, and further that the question now was that of giving effect to a Resolution formally adopted by the Conference last June, to the effect that the possibility of the international regulation of hours of work in ships should be considered, and not that a strict rule of eight hours a day or forty-eight hours a week should be established forthwith. The principles laid down by the Washington Conference, as well as the interests of economic peace and social progress, demanded that maritime undertakings should not be behind industrial or agricultural undertakings, but that they should endeavour, in their turn, to reduce hours of labour according to suitable rules.

Some of the members of the Commission stated that the application of the Eight-Hour Act in the French merchant marine had led to a more rational organisation of work, and that its results had been, on the whole, favourable.

The Commission eventually decided, by 7 votes to 5, to recommend the Governing Body of the Office to include the question of the regulation of hours of work on board ship in the agenda of a maritime Session of the Conference in 1928.

The Commission unanimously proposed that two other questions should be placed on the agenda of this Session, namely (1) the protection of seafarers in case of sickness, including the treatment of the injured on board, and (2) the improvement of the conditions of life of seamen in ports.

Finally, the Commission considered several questions relating to its own composition. It was decided to suggest to the Governing Body of the Office that the number of members of each group—shipowners and seamen—should be raised from five to seven.

THE MIXED ADVISORY AGRICULTURAL COMMITTEE

The Mixed Advisory Agricultural Committee, which is composed of six members of the Governing Body of the International Labour Office and six representatives of the International Institute of Agriculture in Rome, met in Geneva on 24 and 25 January 1927, under the chairmanship of Mr. Arthur Fontaine, Chairman of the Governing Body of the Office.

The Committee considered various methods of securing the most effective collaboration possible with experts.

It took note of the work carried on in common by the two institutions with regard to agrarian reform, technical agricultural education and agricultural co-operation.

Discussion also took place on means of collaboration with a view to the collection of documentary information relating to the part represented by the cost of labour in the total costs of agricultural production, and relating to hours of work in agriculture.

THE COMMITTEE ON WORKING CONDITIONS IN COAL MINES

The Committee of six members of the Governing Body of the International Labour Office, appointed by the Governing Body in October 1925 to supervise the enquiry in which the Office is engaged into the conditions of work of miners in various countries, met in Geneva on 24 January 1927, under the chairmanship of Mr. Wolfe, representative of the British Government.

The Committee took note of the progress so far made in this enquiry. It received a report on the replies received by the Office to a questionnaire sent to Governments as a result of previous decisions of the Committee.

This enquiry, it may be recalled, had its origin in a resolution passed by the Committee of the International Miners' Federation in April 1925. In accordance with that resolution, the Workers' Group at the Seventh Session of the International Labour Conference, in June 1925, proposed that an international enquiry should be made by the Office into the conditions of work in mines in various countries, particularly as regards hours, holidays, and wages. The Conference unanimously adopted a resolution requesting the Governing Body to consider the conditions under which such an investigation could be carried out by the Office, and at its Session in the following October the Governing Body gave the necessary authority and instructions to the Office.

At the same Session, the Governing Body nominated six of its members —two representatives of Governments, two employers' representatives, and two workers' representatives—to follow the course of the enquiry and report upon it to the Governing Body from time to time. By this enquiry it is hoped to bring together, in a thoroughly scientific manner, all the available information relating to hours of work, wages, and annual holidays in the coal-mining industry, and to present it in such a form as to make possible a comparative study of those conditions.

THE COMMITTEE ON THE HOURS CONVENTION

The Hours Committee, consisting of twelve members of the Governing Body of the International Labour Office, met in Geneva on 26 and 27 January 1927, under the chairmanship of M. Sokal, representative of the Polish Government.

This Committee was appointed by the Governing Body last October to examine the situation with regard to the Washington Hours Convention, to collect precise information with regard to legislation relating to hours of work, and to consider whether it was possible to reinforce the Director of the Office in his efforts to speed up the progress of ratification of the Convention.

At its first meeting, in November last, the Committee requested the Office to prepare a general report on legislation relating to hours of labour and on the regulation of hours by collective agreements in the various countries of Europe.

The Committee, at the present meeting, took note of this report and congratulated the Office on the very substantial volume of facts which it had been able to bring together.

In the course of discussion, several employers' representatives called attention to difficulties which, in their opinion, would be raised by ratification of the Convention, and it was decided that the Committee should bring these difficulties to the notice of the Governing Body.

The Committee approved a report to be presented by Mr. Sokal to the Governing Body.

Following statements by the representatives of the Workers' and Employers' Groups, the Committee decided to convey to the Governing Body its opinion that the work of collecting information undertaken at its instance by the Office was such as to assist the efforts of the Director to obtain the ratification of the Washington Convention.

THE RATIFICATION OF DRAFT CONVENTIONS

On 31 January 1927, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 215.

At the same date, the number of Draft Conventions, of which ratification had beeen approved by the competent authority in the country concerned, but not yet registered with the Secretary-General of the League, was 38.

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

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THE RATIFICATION OF DRAFT CONVENTIONS

On 28 February 1927, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 217.

At the same date, the number of Draft Conventions of which ratification had been approved by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 37.

THE EIGHT-HOUR DAY

The French Senate decided on 10 February to adopt the Bill to authorise the ratification of the Hours Convention.

The Bill, introduced by the French Government in July 1924, consisted of two clauses, the first authorising ratification, and the second providing that this ratification should take effect only when the Convention had been ratified by Germany. In this form, it was unanimously adopted by the Chamber of Deputies in July 1925, and sent to the Senate. The Senate has now adopted it, by 279 votes to 1, with an amendment (approved by the Government) providing that ratification shall take effect only when the Convention has been ratified by Great Britain as well as Germany. The Bill has therefore to be returned to the Chamber of Deputies, with a view to its concurrence in this amendment.

The statement of principles on which according to the German Press, the German Federal Chancellor recently came to an agreement with the National Party, in connection with the formation of the new Government, embodied a declaration on social policy which included the following :

> The next step in this direction is to create an extensive body of law for the protection of the workers, special consideration being given to miners. Such legislation, while based on German conditions, should fix hours of work, including Sunday rest, in accordance with international agreements. On the basis of such legislation, the German Government is prepared to ratify the Washington Convention at the same time as other industrial countries of Western Europe.

It is also authoritatively stated that the Labour Protection Bill, which is at present in its earlier stages of progress, will make ratification possible when supplemented by separate legislation relating to mines which is now in preparation.

In Great Britain a debate on the Hours Convention took place in the House of Commons on 28 February. An account of this debate will be given in next month's *Summary.*

The States which have ratified the Convention are as follows :

19 November 1920	Greece	12 June 1924. . .	Austria (conditionally)
13 June 1921. . .	Roumania	6 October 1924. .	Italy (conditionally)
14 July 1921 . . .	India	15 August 1925. .	Latvia (conditionally)
24 August 1921. .	Czechoslovakia	15 September 1925	Chili
14 February 1922.	Bulgaria	6 September 1926	Belgium

THE GERMAN LABOUR PROTECTION BILL

The *International Labour Review* for February 1927 contains an article by Dr. Feig (Ministerial Councillor in the Federal Ministry of Labour, and representative of the German Government on the Governing Body of the International Labour Office) in which an account is given of the origin, general principles, and main provisions of the Labour Protection Bill presented by the Federal Minister of Labour at the beginning at last December to the Provisional Federal Economic Council and the Federal Council.

In the course of this article, Dr. Feig recalls that the German Government has repeatedly declared that in drafting the Bill it would bear in mind the possibility of ratification of the Washington Hours Convention.

> But (he proceeds) any attempt to lengthen hours of work in the more important competing countries must, of course, make it much more difficult to maintain this standpoint. Recent instances are the adoption in Great Britain of the Act to increase the working day in mining, and in Italy of the nine-hour Decree. The German Government has none the less kept to the views defined in the article of Dr. Brauns (in the *Reichsarbeitsblatt* of 1 September 1924), according to which Germany will be prepared to ratify the Washington Convention if an agreement can be reached with the other States concerned on the difficulties of interpretation and on simultaneous ratification . . .
>
> The Bill is intended to make it possible to ratify various Conventions, in particular that on the eight-hour day... In the German view, however, ratification is impossible until German legislation has been brought into agreement with the Convention to be ratified. This means that the Labour Protection Bill must be passed by the Reichstag, and also that no amendments can be allowed which make ratification impossible. The ratification of the Hours Convention is further dependent on the adoption of a Mining Act to regulate the hours of underground miners, which is now being drafted. After that, ratification by Germany may be expected, subject to ratification by the other chief industrial States as well.

A summary of the clauses of the Bill relating to hours of work is given in the *Industrial and Labour Information* of 14 February.

THE DECISIONS OF THE INTERNATIONAL LABOUR CONFERENCE AND THE RECENT AGREEMENT BETWEEN ITALY AND SWITZERLAND AS REGARDS UNEMPLOYMENT

It will be remembered that in 1919 the International Labour Conference at its first meeting at Washington adopted a Draft Convention concerning unemployment. This Convention of the International Labour Organisation is among those which have received the largest number of ratifications, twenty States having already sent formal notice of ratification to the Secretary-General of the League of Nations. A further result has now been the conclusion of a most important and interesting agreement between Italy and Switzerland. The Convention, which Switzerland formally ratified in 1922 and Italy in the following year, provides in Article 3 that :

> The Members of the International Labour Organisation which ratify this Convention and which have established systems of insurance against unemployment shall, upon terms being agreed between the Members concerned, make arrangements whereby workers belonging to one Member and working in the territory of another shall be admitted to the same rates of benefit of such insurance as those which obtain for the workers belonging to the latter.

In pursuance of this clause a declaration was signed on 9 February at Rome, for Italy by Mr. Mussolini, as Minister of Foreign Affairs, and for Switzerland by Mr. Georges Wagnière, Minister Plenipotentiary, concerning reciprocity of treatment of Italian and Swiss workmen as regards insurance against unemployment.

THE EMPLOYMENT OF CHILDREN IN FILM PRODUCTION

The making of films for the cinematograph, in special studios or other wise is an industry in which many children, sometimes very young children, are employed. During the past year a number of requests were received by the International Labour Office for information concerning the conditions of labour of such children. In order to reply to these, enquiries had to be made in a number of countries; thus a certain amount of information was collected which was printed from time to time in the Office's weekly publication, *Industrial and Labour Information.* These notes, though lacking in completeness, aroused interest; and the First Cinematograph Congress, held in Paris last September and October, asked the Office to make a further, and more exhaustive, survey. Pending the completion of the survey, desired by the Congress, an article in the *International Labour Review* for February deals briefly with the employment of children in cinematograph studios and the laws regulating it.

In the course of its enquiries into the employment of children in cinematograph studios, the International Labour Office secured information about the following countries : Australia, Austria, Cuba, Finland, France, Germany, Greece, Great Britain, Italy, Latvia, Norway, Sweden, Switzerland, and the United States.

It was found that special laws exist only in Germany, California, and New York State; but it must not be forgotten that Germany and the United States are precisely the two countries in which the film industry is the most flourishing. In Italy the employment is specifically mentioned in a law covering a number of other occupations; in Austria the position is practically the same as in Italy, though the employment is not specially mentioned; in Sweden and in the majority of American States the ordinary child labour laws apply; in France and Great Britain the employment is not regulated at all, but a modified control may be exercised by school attendance laws of municipal regulations.

If attention be confined to laws which directly regulate the employment of children in studios, it is seen that these fall into two classes. In the first are the laws which forbid the employment of children altogether, but allow exemptions for special films in the interests of art, education, or science; such are the laws of Austria and Italy. In the second are those which allow the employment of children in film production generally and rely upon strict permit conditions to prevent abuses; in this class the laws of Germany and California should be placed. In only one case (Berlin) is there an absolute age limit, evidently designed to prevent the employment of babies.

The article in the *International Labour Review* concludes as follows :

> What then is the position in the matter of the employment of children in film production? It seems to be this. The enquirer is confronted with an occu-

pation outside the scope of most laws, an occupation which can, and does, employ children of very tender years. The fact that the labour of these children is in a large measure outside the law may cause apprehension for two reasons. First, whatever a film may be on the screen, its making is carried out in an atmosphere of shams and unrealities, which cannot but react unfavourably on the impressionable mind of a young child; secondly, there are physical risks, due principally to the lights used, that may warrant the occupation being classed as dangerous. Except in Germany, the employment is unregulated or regulation is only partial, that is, reliance is placed upon compulsory school attendance laws or upon laws regulating child performers generally. As yet the industry is considerable only in California, but it has made a good start in some European countries. It already owes much to the employment of children, and such employment will continue; it is not suggested here that it ought to be stopped But the work should be made safe for children, who ought to be protected against all possible risks. The nature of these risks, and the measures of protection required, have still to be ascertained.

INTERNATIONAL SURVEY OF LEGAL DECISIONS ON LABOUR LAW, 1925

In its *Legislative Series* the International Labour Office has published since 1920 the texts of laws and regulations concerning labour adopted by the various States. It has frequently been suggested that a survey of the most important legal decisions in each country would constitute a valuable addition to the material contained in the *Legislative Series*, by furnishing examples of the interpretation and application of laws and regulations governing agreements for the hire of services, the individual relations between employers and employed, as well as industrial hygiene and safety. In response to this suggestion, the Office has undertaken the publication of an *International Survey of Legal Decisions on Labour Law* (1).

In view, however, of the practical difficulty of exploring so vast a field, the International Labour Office has deemed it advisable to confine its researches within certain limits. The survey is therefore limited on the first place in respect of the number of countries dealt with; the legal decisions for the year 1925 relate only to Great Britain, Germany, France, and Italy. Further, it embodies only a selection of legal decisions, preference having been given to those affecting questions of principle, which are calculated to facilitate the improvement of labour legislation and are of international importance.

In the form in which it has been planned, this preliminary survey, which will be issued shortly, will serve to facilitate the study of foreign labour legislation and so contribute substantially to the development of labour law. In this way it will tend to promote social progress throughout the world, and its publication will thus hasten the fulfilment of one of the tasks—by no means the least important—entrusted to the International Labour Organisation by Part XIII of the Treaty of Peace.

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(1) INTERNATIONAL LABOUR OFFICE : *International Survey of Legal Decisions on Labour Law, 1925.* Price 8 s. or 2.00.

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MONTHLY SUMMARY

OF THE

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I — THE RATIFICATION OF DRAFT CONVENTIONS

On 31 March 1927 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 217. No ratifications were registered during the month of March.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 38.

II — THE FORTHCOMING INTERNATIONAL LABOUR CONFERENCE

The Tenth Session of the International Labour Conference will open in Geneva on 25 May 1927.

The following questions have been placed by the Governing Body on the agenda of the Conference :

I. *Sickness Insurance.*
II. *Freedom of Association.*
III. *Minimum wage-fixing machinery in trades in which organisation of employers and workers is defective and where wages are exceptionally low, with special reference to the homeworking trades.*

The Governing Body, in order to guide the International Labour Office in carrying out the preparatory work, defined the meaning and scope which it intended to give to each question.

In the case of *sickness insurance* it was agreed that the question of maternity insurance, which is of a special character, should not be included. The Governing Body considered that the Washington Convention concerning the employment of women before and after childbirth, which, as will be remembered, provides for the payment of benefits, partly covered the question, which could not therefore be regarded as open. It was felt that, if the Conference should adopt provisions not corresponding exactly to those of that Convention, serious legal and practical difficulties might arise. This would apply particularly to those countries which have already ratified the Washington Convention. Although in a certain number of countries the legislation on sickness insurance includes maternity benefits in the general scheme, the Governing Body therefore though it better that the Conference should deal with the two questions separately. It also considered that Article 11 of the Washington Convention, which requires the Governing Body to consider the desirability of placing on the Agenda of the Conference the question of the revision of the Convention not more than ten years after it has come into force, would at a comparatively early date give the Conference an opportunity, if necessary, to bring the provisions relating to maternity insurance into harmony with the wider provisions of a Convention on sickness insurance.

The Governing Body was also asked to consider whether the question of sickness insurance should or should not include that of the insurance of seamen. It considered that, as the Joint Maritime Commission had not yed had an opportunity of stating its opinion on this question, which would have to be submitted to it for preliminary consideration, the insurance of seamen was not included in the item placed on the Agenda.

In the case of *freedom of association*, it was simply agreed that the question of the right to strike should not be included. With this reservation the Governing Body considered that the whole question should be laid before the Conference for the discussion of all its aspects.

The third question, that of *minimum wage-fixing machinery*, has been phrased by the Governing Body in terms which leave no room for ambiguity. It was merely stated in the course of the discussion that the question should be regarded mainly, but not solely, from the point of view of home industries.

The first item on the agenda will be considered with a view to the adoption by a final vote of Draft Conventions or Recommendations, as the Conference may see fit.

The other items, however, will come before the Conference simply for general discussion, in accordance with a "double discussion" procedure adopted by the Eighth Session of the Conference. It was decided at that Session to institute a double discussion procedure by which each question on the Agenda would be submitted to the Conference once for a general discussion and again subsequently, if the Conference so decides, for a final vote on a Draft Convention or Recommendation.

In preparation for the Conference the Office has prepared a "blue report" and a "green report" on sickness insurance, and "grey reports" on the other two items on the Agenda. A "blue report" contains the replies of Governments to a questionnaire sent out by the Office, together with the text of a proposed draft for a Convention or Recommendation. A "green report" is a technical report. In the case of sickness insurance, the "green report" consists of three volumes (two volumes on compulsory insurance and one on voluntary insurance). A "grey report" contains an account of the existing situation of the particular question together with a draft questionnaire for the consideration of the Conference.

III — THE INTERNATIONAL LABOUR OFFICE AND SCIENTIFIC MANAGEMENT

The International Labour Office has at present in the press a study by Mr. Paul Devinat, a member of its staff, entitled "Scientific Management in Europe". "Scientific Management", says the author, "is the science which studies the relations between the different factors in production, and especially those between the human and mechanical factors. Its object is to obtain, by the rational utilisation of these various factors, the optimum output . . . By means of a fuller knowledge of the factors of production, its aim is gradually to replace industrial empiricism by increasingly exact rules".

The preparation of this study, which deals with the evolution of scientific management, its development in various countries, and the attitude towards it of employers, workers and the general public, was made possible by the help of the trustees of the Twentieth Century Fund, of Boston. It represent the results of an enquiry which paved the way for the International Institute for Scientific Management, established at Geneva within the last few weeks in collaboration with the International Labour Office and the International Committee on Scientific Management. The Institute is financed at present mainly by the Twentieth Century Fund. Its broad purpose is to collect and distribute information relating to scientific management, to study its problems, and to bring into touch all persons or institutions interested in the rational organisation of production.

It may be added that the International Labour Office, in taking part in the creation of this new institution, is complying with the Resolution adopted by the Eighth Session of the International Labour Conference to the effect that it should devote special attention to questions of the scientific organisation of industry, "in view of the fact that these questions are of increasing social interest".

IV — THE EIGHT-HOUR DAY

The question of the ratification by Great Britain of the Washington Hours Convention was the subject of a debate in the British House of Commons on 28 February, which was both interesting and important.

The discussion, which was initiated by the Labour Party, was interesting by the fact that of some thirty members who spoke, including Conservatives as well as Liberals and Labour members, scarcely one declared himself opposed to ratification; almost without exception, the speakers were in favour of ratification, though not in every case of immediate or unconditional ratification.

The discussion was also important, inasmuch as it elicited from the Government some rather more definite indications of their attitude than had previously been given to Parliament.

In the course of the debate the Minister of Labour, Sir Arthur Steel-Maitland, stated :

> We are really trying to explore the ground. The matter is under the active consideration of the Cabinet as a whole at this moment. I am not prepared to give the House a final decision or a final statement. All I can say is that we have been definitely trying to get down to a solid basis.

Towards the close of the debate, Mr. Betterton, Parliamentary Secretary to the Ministry of Labour, announced that the Government had set up a Cabinet Committee to examine the whole position whith a view to arriving at an early conclusion; and Sir Arthur Steel-Maitland, replying to a question whether the Government would agree to a provisional ratification, stated :

> In coming to a decision, the question whether the ratification should be by an enabling Bill, or some other provision allowing us to ratify conditionally on the other nations ratifying, is precisely the kind of point that we shall take into consideration.

V — THE INSTRUCTION OF YOUNG PEOPLE IN THE AIMS AND WORK OF THE ORGANISATION

The Office has been giving consideration to the problem of the instruction of young people in the aims and work of the Organisation, in accordance with the recommendations, approved by the Seventh Assembly, of the sub-committee of experts for the instruction of children and youth in the existence and aims of the League of Nations. These recommendations include the following two paragraphs :

> The competent authorities in each country should take steps to ensure that teachers should be provided with a copy of the Covenant and the "International Charter of Labour", with short explanations, and a concise bibliography.
>
> It is important that provision should be made for those who leave the ordinary school for special types of instruction, *e.g.* trade schools, continuation classes, evening classes, technical schools, technical institutes, agricultural institutes, etc. Those in charge should therefore be asked to introduce into their courses of instruction some account of the League of Nations and the International Labour Organisation in the form most suitable for their pupils.

VI — PRESIDENT MASARYK'S VISIT TO THE OFFICE

On 12 March 1927 the International Labour Office was honoured by a visit from Mr. Masaryk, President of the Czechoslovak Republic.

He was welcomed to the Office by Mr. Albert Thomas, the Director, and leading members of the staff. At his own request, the visit was informal.

Mr.Thomas greeted the President warmly, not only as the head of the State which was the first to ratify the Hours Convention, but as an apostle of the rights of people to govern themselves and a champion of social justice.

Mr. Masaryk cordially acknowledged the greeting. He was then conducted over the Office, in order that he might see its various services at their work.

VII — THE INTERNATIONAL LABOUR OFFICE MAILBAG

To all those who follow the activities of the International Labour Office some particulars of the development of its mail and the extent of the correspondence which it handles cannot fail to be of interest. In point of fact, the volume of its correspondence is increasing year by year to a very considerable extent.

From 1925 to 1926, the total number of letters received has risen from 32,300 to 33,250; and that of letters despatched from 27,000 to nearly 40,000, which represents a total mail of some 73,000 letters.

Twenty-three languages in all have been used in this correspondence, and show that the International Labour Office is at present in communication with 97 States, protectorates, colonies and mandated territories.

Arising out of this voluminous correspondence the Office undertakes a vast amount of research, the object of which is to furnish information and material to every kind of government institution, to workers' and employers' organisations, and to many other bodies who ask the help of the technical services of the International Labour Office.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

No. 5. May 1927.

This summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF DRAFT CONVENTIONS

On 30 April 1927, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 229.

At the same date, the number of Draft Conventions of which ratifications had been approved by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 25.

During the month of April the ratification by the Kingdom of the Serbs, Croats and Slovenes was registered of the following twelve Draft Conventions :

Washington, 1919 :

- Unemployment;
- Employment of women before and after childbirth;
- Employment of women during the night;
- Minimum age for admission of children to industrial employment;
- Night work of young persons employed in industry.

Genoa, 1920 :

- Minimum age for admission of children to employment at sea.

Geneva, 1921 :

- Application of the weekly rest in industrial undertakings;
- Minimum age for the admission of young persons to employment as trimmers or stokers;
- Compulsory medical examination of children and young persons employed at sea.

Geneva, 1925 :

- Workmen's compensation for accidents;
- Workmen's compensation for occupational diseases;
- Equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

THE GOVERNING BODY

The Thirty-fifth Session of the Governing Body of the International Labour Office was held in Geneva from 30 March-1 April 1927. Mr. Arthur Fontaine (Government, France) presided.

INTELLECTUAL WORKERS

The Governing Body further considered the question of the establishment oı an Advisory Committee of Intellectual Workers, in accordance with the proposal of Mr. de Michelis, representative of the Italian Government. Discussion took place on a report by the Director of the Office giving reasons in favour of the adoption of the proposal and embodying a scheme for putting it into effect. The Committee in question would have as its purpose the consideration of economic and social problems relating to intellectual workers.

The discussion showed that there was no opposition to the principle of the proposal and that it was progressing towards practical realisation. In order that effect might be given to it, the Governing Body decided to include an initial vote for it in the budget of the Organisation for 1928. As to the details of the constitution of the Committee and the exact definition of its functions, these are to be decided by the Governing Body at one of its future Sessions, after the International Labour Office has consulted the Committee of the League of Nations on Intellectual Co-operation during its sittings in July next.

THE CINEMATOGRAPH

The Government Body considered a second proposal by Mr. de Michelis, in favour of the organisation of a collection of cinematograph films relating to labour, and decided to entrust to the Office the task of compiling a catalogue of such films.

THE PROGRESS OF RATIFICATIONS

The Governing Body considered the report of Mr. Albert Thomas on the general work of the Office. Note was taken of the progress achieved with regard to the ratification of International Labour Conventions, including the decision recently taken by the French Senate in connection with the approval of conditional ratification of the Washington Hours Convention by France. Note was also taken of the fact that in Great Britain the question of ratification of this Convention has been the subject of debate in the House of Commons, and that the British Cabinet has appointed a Committee to consider the matter with a view to a decision.

ANNUAL REPORTS ON APPLICATION OF CONVENTIONS

The Governing Body decided upon the composition of the Committee which is to examine the annual reports presented by Governments, under Article 408 of the Treaty of Peace, on the application of Conventions which they have ratified. The following were nominated as members of the Committee :

Mr. Jules Gautier, Mr. Tschoffen, Prof. H. W. C. Davis, Prof. William Rappard, Prof. Gini, Mr. Quadrat, Mr. von Nostiz, and Sir Selwyn Fremantle. Prof. Koszembar-Lyskowski was appointed as substitute members.

TENTH SESSION OF THE CONFERENCE

The Governing Body received a report on the state of the preparatory work undertaken in view of the coming International Economic Conference and the Tenth Session of the International Labour Conference, which will open in Geneva on 25 May next.

DIRECTOR'S VISIT TO HUNGARY AND THE BALKANS

Several members of the Governing Body, after congratulating the Director on the results of his recent visit to Hungary and the Balkans, requested that a fairly detailed report of it should be published. The representative of the Japanese Government called attention to the usefulness of direct contact between the Directorate of the Office and the various Governments of States Members of the Organisation, and expressed a desire that such contact on thes pot should be extended in the near future to the Far Eastern countries.

Joint Maritime Commission

The Governing Body next considered the action to be taken on the recommendations made by the Joint Maritime Commission at its last Session.

A proposal made by the representative of the Canadian Government was accepted, recommending to the next Maritime Session of the Conference an increase from 10 to 14 in the number of members of the Commission, and for the reservation of at least four seats for representatives of non-European countries.

Hours of Work of Seamen

The Governing Body was then called on to take a final decision on the question of placing on the agenda of a Maritime Session of the International Labour Conference the subject of the regulation of hours of work on board ship.

> Mr. Wolfe, the representative of the British Government, declared that for the settlement of questions affecting workers in the merchant marine to be useful and effective, it ought to be preceded by national agreements between shipowners and seamen. The British Government would not be opposed to a Conference which had for its object the international registration of such agreements. But he was opposed to the placing on the agenda now of the regulation of hours of work on board ship, and he therefore proposed a Resolution for the adjournment of the matter until the agenda for the 1919 Conference came up for discussion.
>
> This proposal was resisted by the Workers' Group. Mr. Jouhaux stated that Part XIII of the Treaty of Peace was drawn up more particularly in order that satisfaction might be given to the claims of labour, and that the demands of the seamen were an expression of the desires of the whole community of the workers. The demand now under consideration, he added, had been formulated by seafarers as a whole, from officers to seamen.
>
> Mr. Fontaine, the representative of the French Government, said that his Government, whatever its own legislation might be, would be prepared to consider such a system as would place seamen in a proper position from the point of view of conditions of work, without involving commitment to any strict formula. On the principle of the question, it was not possible to refuse to seamen alone the benefits given to other workers. As to the practical aspect of the matter, he observed that most of the arguments adduced against the regulation of hours of work were the same as those used in the past against any form of regulation of labour in industry. In order, however, to obtain the support of Great Britain, to which he attached very great importance, he put forward as a conciliatory suggestion the proposal that the Governing Body should postpone for a year the summoning of a Maritime International Labour Conference, but should definitely decide that such a Conference should be held in 1929.
>
> The representatives of the German, Belgian and Italian Governments declared themselves in favour of placing the question of the regulation of hours of work on board ship on the agenda of a Conference.
>
> The Employers' Group pronounced against this.
>
> On a vote, the proposal of the British Government representative was rejected by 15 to 8, with one abstention.

The proposal of the French Government representative, for the formal placing of the regulation of hours of work on board ship on the agenda of a Maritime International Labour Conference to be held in 1929, was adopted by 15 votes. The six employers' representatives voted against it. Three Government representatives, including the representative of the British Government, abstained from voting. All the other Government representatives, together with the six workers' representatives, voted for the proposal.

Finance

The Governing Body proceeded to consider the budget proposals submitted to it for the year 1928.

Mr. Hodac, on behalf of the Employers' Group, announced that his colleagues would abstain from voting on the budget, but that this abstention did not imply either any mistrust in the International Labour Office or any fundamental hostility to the work of the Office.

Mr. Jouhaux, Reporter on the budget, pointed out how difficult it was for the International Labour Office to discharge its functions and continue its development if it were subjected to a system of restriction and cramping, which would only paralyse its activity, and drew attention to the fact that the greater part of the increase was due to annual increments which were payable under contract. He urged the Governing Body to vote for the budget, and to show that it was faithful to the idea that the Office was instituted for the benefit of the masses of the people, who had placed their confidence in the principles laid down in Part XIII of the Peace Treaty.

The Governing Body, by 16 votes with 6 abstentions, approved the budget estimates presented for 1928, those estimates having been drawn up with a view not only to the requirements of the Office but to the rigid policy of economy practised and demanded by the States Members as a whole.

The Conference : A Question of Language

The Governing Body considered a report presented by its Standing Orders Committee on the subject of two proposals of the German Government relating to the use of the German language at the International Labour Conference.

> One of these proposals was that speeches delivered in a non-official language should be translated by the official interpreters of the Conference, so far as those interpreters are competent to translate from such languages. The other proposal was that an authentic German text should be prepared of the Draft Conventions and Recommendations adopted by the Conference, such text being of equal validity with the French and English texts.
>
> In connection with the first of these proposals, the Italian representatives on the Governing Body called attention to the claims of the Italian language to any privileges which might be accorded to other languages.
>
> The representatives of Spanish-speaking countries stated that they reserved the right to present to the Conference the claims of the Spanish language.
>
> The Governing Body, accepting the recommendations of its Standing Orders Committee, decided to submit to the Conference a draft amendment to its Standing Orders for the purpose of extending, so far as possible, to all non-official languages the new facilities for interpretation requested for the German language.
>
> At the suggestion of the Standing Orders Committee, the consideration of the second German proposal was postponed until the next Session of the Governing Body.

An Invitation from Germany

Mr. Feig, representative of the German Government, conveyed to the Governing Body the desire of his Government that it should hold one of its Sessions, at no distant date, in Berlin.

The Chairman expressed the thanks of the members to the German Government for this friendly invitation which, he said, would be considered in a most favourable spirit by the several groups of the Governing Body.

THE DIRECTOR'S VISIT TO CENTRAL EUROPE AND THE BALKAN COUNTRIES

In response to repeated invitations from the Governments of Hungary and Greece, Mr. Albert Thomas, Director of the International Labour Office, paid an official visit to those countries from 20 February to 10 March 1927. On the way he took the opportunity of renewing contact with the Governments and employers' and workers' organisations of Austria and Jugoslavia. In the capitals of all these countries he received a friendly and cordial welcome.

Il all cases, Mr. Thomas observed with keen satisfaction the high esteem and active sympathy in which the International Labour Office is held. The visit enabled him to discuss with the authorities the situation in each country with regard to the Conventions adopted by the International Labour Conference, and to consider the possibility of further ratifications.

The question of the enforcement of Conventions which have been ratified is in certain countries even more important and urgent than that of fresh ratifications. In some countries, the inspection system requires improvement. Mr. Thomas, however, noted during his mission that the suggestions embodied in the Recommendation of 1923 are frequently invoked by the public departments in support of requests for the creation of additional posts in the factory inspectorate and the voting of the funds necessary for this purpose.

Both in Greece and in Jugoslavia, Mr. Thomas, with the necessary discretion but at the same time with the frankness permitted by the confidence with which he was met, mentioned the uneasiness which the Office felt at the incomplete enforcement of certain Conventions which had been ratified. He repeated the complaints which have sometimes been heard in the Governing Body and at the Conference.

According to the very spirit of the Treaty, the International Labour Organisation can only exist if the employers' and workers' organisations take an active part in its work. In all the States Members of the Organisation this principle is tending more and more to be accepted. Possibly the workers' organisations have not everywhere the strength and authority which would be desirable. Yet whenever the Director pays an official visit to the various countries, they are in all cases officially treated as bodies competent to take a part in the International Labour Organisation.

In conclusion, it may be noted that the press of the various countries visited by Mr. Thomas took a lively interest in his mission, and made it the occasion for publishing a number of article on the Office and its work which should contribute to making the International Labour Organisation better known among their readers.

A fuller account of the Director's visit is contained in *Industrial and Labour Information*, 18 April 1927.

THE FORTHCOMING INTERNATIONAL LABOUR CONFERENCE

On 6 April, the Director addressed a letter to all States Members of the International Labour Organisation giving further particulars with regard to the forthcoming (Tenth) Session of the International Labour Conference, which will open on 25 May.

> In this letter the Director points out that it has been the duty of the Office, for the purpose of preparing the discussions of the Conference, to draw up a report on each of the three items on the agenda.
>
> The report on the first item, *Sickness Insurance*, on which the Conference will be called upon to adopt decisions by way of Draft Conventions or Recommendations has been prepared in the form of the usual Blue Report. This reproduces the replies of the Governments to the questionnaire on the subject, and concludes with certain drafts which the replies have suggested might usefully be submitted to the Conference as a possible basis for discussion. This report will be supplemented by a technical report on the law and practice on Sickness Insurance in the different countries, which will be issued for the information of the Conference.
>
> The reports on the other two items on the agenda, *Freedom of Association* and *Minimum Wage-Fixing Machinery*, on which the Conference will be called upon to proceed to a first discussion, contain a general survey of the present position of the question in the different countries and draft questionnaires on

the respective subjects. In accordance with the new double discussion procedure, these reports and more particularly the draft questionnaires will form the bases of the general discussion of the Conference on the two subjects concerned.

In this letter the Director also draws attention to the fact that at least one item on the agenda of the forthcoming Conference, i.e. item III, Minimum Wage-Fixing Machinery in certain trades with special reference to homeworking trades, may involve the consideration of matters specially affecting women, and reminds States Members of the provision contained in the second paragraph of Article 389 of the Treaty of Versailles, and the corresponding Articles of the other Treaties of Peace, relating to the nomination of women as technical advisers in such cases, and suggests that this provision be borne in mind by Governments in the nomination of Delegations to represent their countries at the Conference.

The Director also points out that the drafts contained in the Blue Report on Sickness Insurance which are proposed as a possible basis for discussion at the Conference include a proposed Draft Convention on Sickness Insurance for workers in agriculture. In these circumstances the Governments would perhaps deem it desirable to consider the inclusion in their delegations of persons with a special knowledge of agricultural questions.

In addition to the three items on its Agenda, the Tenth Session will be called upon to deal with a number of questions concerning the activities of the International Labour Organisation in general or the working of the Conference.

In the first place, it will, as in preceding years, have to take note of the *Director's Report.*

The Conference will also be called upon to set up a Committee of its members to consider the annual reports which, under Article 408 of the Treaty of Versailles, each Member undertakes to submit on the measures it has taken to give effect to the provisions of Conventions to which it is a party. The Governing Body has appointed a Technical Committee which will meet on 2 May in order to examine the annual reports submitted for 1926. This Committee's report will be submitted to the Governing Body for its consideration and will then be laid before the Conference together with the summary of the annual reports which is submitted to the Conference by the Director. These reports will be considered by the Committee of the Conference to be appointed at the Tenth Session.

The Conference will also have to examine a number of proposed amendments to the *Standing Orders* which the Eighth Session referred to the Governing Body for consideration and report to the Conference.

THE INTERNATIONAL LABOUR OFFICE AND NATIVE LABOUR

The International Labour Office is called upon to study native labour questions, in the first place in connection with the conditions of application of Conventions, by countries which have ratified them, to their colonies, protectorates and possessions which are not fully self-governing in virtue of Article 421 of the Treaty of Versailles, and, in the second place in connection with conditions of labour in mandated territories. Moreover, the Governing Body, at its Session of July 1922, specially considered the need for collecting and making available informations on native labour questions, and entrusted this task to the Diplomatic Division of the Office as the service concerned with the application of Article 421 and labour questions in countries under mandate.

Since that time, the information collected, the experience gained in connection with the work of the representative of the International Labour Organisation on the Permanent Mandates Commission and on the Temporary Slavery Commission, the findings of the Temporary Slavery Commission, and, finally, the decisions of the Sixth Assembly of the League of Nations thereon, combined to make it appear that the time was ripe for considering whether certain of the more serious problems of native labour should not be dealt with by the International Labour Conference.

At its Thirty-second and Thirty-third Sessions in May and October 1926 the Governing Body, after considering the proposals submitted to it by the Director, drew up a list of experts whom it was suggested should be consulted. It was further decided that the experts should be consulted on the questions of forced and contract labour.

The names of the members new designed are the following :

General Freire d'Andrade, former Governor-General of Mozambique, former Minister of Foreign Affairs, Portugal, Member of the Permanent Mandates Commission, Member of Temporary Commission on Slavery.

Mr. Gohr, Director-General in the Ministry of the Colonies, Belgium, Member of the Temporary Commission on Slavery.

Mr. Lejeune, of the *Compagnie Nossibéenne d'Industries Agricoles* (Madagascar).

Sir Selwyn Fremantle, C. S. S., C. I. E., India.

Right Hon. Sir Frederik Lugard, G. C. M. G., C. B.,D. O. S., former Governor-General of Nigeria, Member of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Merlin, Honorary Governor-General of the Colonies, former Governor-General of the French Congo, former Governor-General of French West Africa, former Governor-General of French Indo-China, Member of the Permanent Mandates Commission.

Commandant Ostini, ex-M. P., Head of the Colonial Schools Department at the General Emigration Commissariat, Rome.

Mr. Saura del Pan, Spanish Consul at Oran, former Chief of the Section of Civil Colonial Affairs in the Department for Morocco and the Colonies.

Freiherr von Rechenberg, former Governor-General of German East Africa.

M. Van Rees, former Vice-President of the Council of the Dutch East Indies, former Secretary-General of the Dutch Colonial Institute, Vice President of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. H. M. Taberer, Chief of the Native Labour Recruiting Organisation of the Transvaal Chamber of Mines.

Interest in the question of Nation Labour has also been shown by the International Labour Conference, when on 5 June 1926, in the course of its Eighth Session, adopted a Resolution in the following terms relating to the decision of the Governing Body to appoint a Committee of Experts :

> The Conference welcomes the decision reached by the Governing Body to undertake an enquiry into conditions of native labour, and expresses the hope that, as the result of the labours of the Committee of Experts which it is proposed to establish, it may be possible to present a preliminary report on the matter to the Conference of 1927.

CO-OPERATION WITH THE LEAGUE OF NATIONS

During the month four meetings have taken place in which the International Labour Organisation has directly co-operated with the League of Nations. The first of these was the meeting of the Joint Commission of Experts on Health Insurance and Public Health Administration, held on 11 and 12 April. This Commission consists of members representing public health services selected by the Health Committee of the League and members representing health insurance organisations selected by the Governing Body of the International Labour Organisation.

The International Labour Office was represented at the Conference of International Student Organisations, held on 11 and 12 April, at the meeting of the Traffic in Women and Children Committee, which opened on 25 April, and at the meeting of the Child Welfare Committee, which began on 30 April.

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1. INTERNATIONAL LABOUR REVIEW (Monthly) :

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

No. 6. June 1927.

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THE RATIFICATION OF DRAFT CONVENTIONS

On 31 May 1927 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 229.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 26.

THE OPENING OF THE INTERNATIONAL LABOUR CONFERENCE

The Tenth Session of the International Labour Conference opened in Geneva on 25 May 1927.

Mr. Arthur Fontaine (Government Delegate, France) Chairman of the Governing Body of the International Labour Office, in opening the Session, said that 43 States were represented by 139 Delegates and 184 substitutes and advisers. The number of States represented out of the 55 Members of the Organisation was a normal one, if account were taken of the fact that States in which industrial organisation was only slightly developed hat not a great practical interest in participating in the Conference.

The Agenda contained three questions :

(1) Sickness insurance;
(2) Freedom of association;
(3) Minimum wage-fixing machinery.

Of these questions, one only—sickness insurance—was intended to lead to the possible adoption of a Convention or a Recommendation. The other two questions were simply to be submitted to a general discussion, in accordance with the so-called "double discussion" procedure, the Conference being required at the end of the present Session to decide whether these questions should be submitted to a subsequent Session for the adoption of Conventions or Recommendations. This new double discussion procedure was now being applied for the first time.

Another new feature was the presentation of a report by the Committee set up to examine the reports submitted by Governments under Article 408 of the Treaty of Peace on the measures taken by them to give effect to the Conventions they had ratified. The Committee's analysis of these reports was destined to occupy an increasingly large place in the Annual Report of the Director. On 1 April 1927 there were 229 ratifications, compared with 194 on 31 March 1926, and these figures did not include the 25 ratifications of the Berne Convention concerning white phosphorus.

Slowly but surely continuous improvement was being effected in the conditions of the workers through the efforts of the workers' organisations, enlightened employers and Governments in touch with popular aspirations. Great progress had been made in the last eighty years as regards limitation of hours of work, the protection of women and children, and the improvement of the purchasing power of wages. Parallel with this evolution might be noted a great increase in the number of organised workers and in the power of machinery. He was far from concluding that enough had been done for the workers. He desired only to draw the conclusion that no economic system rendered useless the persevering effort for the increase of the output of labour and the improvement of the conditions of the workers.

The Conference proceeded to the election of its President.

The name of Sir Atul Chatterjee, first delegate of India and High Commissioner for India in London, was suggested.

Mr. Carlier (Employers, Belgium), Mr. Mertens (Workers, Belgium) and Mr. de Michelis (Government, Italy) cordially supported the nomination, on behalf of their respective groups, and, on a vote, Sir Atul Chatterjee was unanimously elected.

The President said he recognised that in electing him to the Chair the Conference had desired to pay a compliment to the country he represented. Relations between the International Labour Organisation and India had been of the most cordial and intimate character from the very inception of the Organisation, and the decisions of successive Sessions of the Conference had exercised a great influence on the minds of the Indian people and Parliament in shaping legislation to meet the growing industrialisation of the country.

A full account of the Conference will appear in the next issue of the *Monthly Summary*.

THE INTERNATIONAL LABOUR ORGANISATION AND THE INTERNATIONAL ECONOMIC CONFERENCE

In this issue of the *Monthly Summary of the League of Nations* a full account appears of the proceedings of the International Economic Conference. It is therefore unnecessary here to do more than draw attention to the fact that Mr. Arthur Fontaine, Chairman of the Governing Body, appointed a member of the Conference by the Council of the League, took part in it together with a number of administrators, employers, and workers closely connected with the work of the International Labour Organisation.

Mr. Arthur Fontaine delivered a speech at the Fifth Plenary Meeting of the Conference on 6 May, which included the following passages :

> The Council of the League of Nations was good enough to appoint the Chairman of the Governing Body of the International Labour Office a member of this Conference, and on coming here I meet a large number of my colleagues at the International Labour Conferences, who have been sent to this Conference by their Governments. This is because the questions to be discussed here are intimately connected with the work of the International Labour Organisation, with labour legislation and with social justice.
>
> Part XIII of the Treaties of Peace of 1919, which is the constituent Charter of the International Labour Organisation, shows clearly the connection between the Organisation and the Economic Conference.
>
> We have the same end in view, namely, peace, real peace, without the haunting fear of war; peace secure and peace prosperous. There are two methods of

> attaining this end, and two conditions of its maintenance, namely economic peace and social justice.
>
> Economic peace and social justice! Industrial competition depends on production costs, and production costs to a large extent depend on conditions of labour, such as hours of work, wages, social insurance and industrial hygiene. It is true that these conditions do not all tend to raise production costs, over an indefinite period, since, by the impulse which they give to the use of machinery, to the better employment of raw material and of hours of work by means of the increased health, strength and dexterity of the worker, and by the development of his education, they create compensatory advantages and economies. It is none the less certain that during a period of ten or twenty years' development, production costs tend to increase, and international competition has turned to the advantage of those who have established the strictest conditions of labour.

Mr. Arthur Fontaine then referred to the question of customs tariffs and quoted President Wilson's "Point" on economic barriers. Drawing attention to the contribution to the Conference of workers and co-operators, Mr. Fontaine said :

> I could also point to many employers and workers (no doubt with small variations of view, since each group has provisional interests to consider and special interests to defend) to employers and workers agreed in contemplating international industrial agreements under public supervision, seeking some new and rational organisation of industry and commerce, and uniting in the understanding of two important objects, namely, a high level of output under proper conditions of industrial hygiene, and spare time for recreation made possible by intensive production in a 48-hour week. This is an additional explanation of the ardent zeal of the International Labour Office in taking part in the practical and theoretical work of the International Economic Conference.

It may be recalled that the International Labour Office co-operated in the documentary preparation of the Conference by compiling the following reports :

Results of Certain of the Enquiries for Instituting Comparison between the Retail Prices in Private Trade and those of Distributive Co-operative Societies.
Report on Legislation concerning the Movement of Labour and Migration in General.
Scientific Management in Europe.
The Part Played by Co-operative Organisations in the International Trade in Wheat, Dairy Produce and Some Other Agricultural Products.
Migration in its Various Forms.
Reports on the Standard of Living of the Workers in Various Countries.
The Relation of Labour Cost to Total Costs of Production in Agriculture.

The texts of the conclusions and recommendations of the Conference will be found in the *Monthly Summary of the League of Nations* and, in part, in the *Industrial and Labour Information.*

THE COMMITTEE ON ARTICLE 408 (APPLICATION OF CONVENTIONS)

The Committee of Experts set up by the Governing Body of the International Labour Office, in pursuance of a resolution of the Eighth Session of the International Labour Conference, met in Geneva on 2 May to consider the annual reports submitted by the States Members of the International Labour Organisation under Article 408 of the Treaty of Versailles.

It will be remembered that Article 408 provides that the States Members should each year make a report to the Office on the measures which have been taken to give effect to the provisions of Conventions to which they are a party.

The duty of the Committee was to consider the reports submitted, to point out questions on which it would be desirable to require supplementary information, and to note if necessary any divergencies in the interpretation of the provisions of Conventions.

It will be remembered that the following have been appointed as members of the Committee :

Professor H. W. C. Davis, Sir Selwyn Fremantle, Mr. Jules Gautier, Mr. Gini, Mr. von Nostiz, Mr. Quadrat, Professor William Rappard, Mr. Tschoffen, and Professor Koszembar-Lyskowski (substitute member).

All the regular members of the Committee attended the meeting, with the exception of Mr. Quadrat, who was replaced by Professor Koszembar-Lyskowski.

Under the chairmanship of Mr. Tschoffen, the Committee sat during the week 2-6 May 1927, considered about 180 reports received by the Office, and approved the report submitted by its reporter, Mr. Jules Gautier.

The report of the Committee was submitted to the Governing Body of the International Labour Office at its Session on 24 May. It was thereafter submitted to the Tenth Session of the International Labour Conference as an annex to Part II of the Director's Report.

Generally speaking, the Committee noted that, with the exception of certain cases on which observations are contained in the report, the enforcement of International Labour Conventions was proceeding generally in a satisfactory manner.

* * *

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THE TENTH INTERNATIONAL LABOUR CONFERENCE

The Tenth Session of the International Labour Conference opened, as announced in last month's issue of the *Monthly Summary*, on 25 May. It closed on 16 June. The Conference was presided over by Sir Atul CHATTERJEE, delegate of the Government of India. The Vice-presidents were Mr. de MICHELIS (Government delegate, Italy), Mr. OERSTED (Employers' delegate, Denmark), and Mr. CABALLERO (Workers' delegate, Spain).

The Conference was particularly important : firstly, because of the number of States which participated (43 of the 55 States Members of the Organisation were represented by 145 delegates, including 78 Government delegates, 35 employers' delegates and 32 workers' delegates, together with a number of substitute delegates, advisers and secretaries); and secondly, because of the importance of its decisions, which will help materially in advancing social progress, the development of which was emphasised by Mr. Arthur Fontaine, Chairman of the Governing Body, in his inaugural address, and of which the Peace Treaties proclaim the indispensability to universal peace.

Three questions were on the agenda, with a view to leading to the adoption, either at this session or later, of Draft Conventions or Recommendations, namely, Sickness Insurance, Freedom of Association, and Minimum Wage Fixing Machinery. Only the first of these questions was to lead to a final vote on texts submitted to the Conference. To the other two questions the new method of double discussion inaugurated this year was to be applied.

The decisions of the Conference may be summarised as follows :

SICKNESS INSURANCE

By 97 votes to 9 the Conference adopted, on final vote, a Draft Convention concerning sickness insurance for workers in industry and commerce and domestic servants.

By 85 votes to 9 the Conference adopted, on final vote, a Draft Convention concerning sickness insurance for agricultural workers.

By 99 votes to 0 the Conference adopted, on final vote, a Recommendation concerning the general principles of social insurance.

By 79 votes to 0 the Conference adopted a Resolution authorising enquiry into methods of overcoming obstacles to insurance in sparsely populated countries.

Freedom of Association

The Conference rejected by 54 votes to 42 a proposed Draft Questionnaire concerning freedom of association and, as it was found impossible to agree on a text, it was decided by 66 votes to 28 not to place the question on the Agenda for next year.

Subsequently, in view of the difficulty experienced in this matter, the Conference unanimously invited the Governing Body to examine and submit next year proposals for the modification of the double discussion procedure.

Minimum Wage-Fixing Machinery

The Conference adopted by 80 votes to 19 a Draft Questionnaire concerning minimum wage-fixing machinery, and decided by 89 votes to 22 that this question should be placed on the Agenda for next year.

In addition to these three questions, the Conference had to deal with the following matters :

Application of Conventions

The Conference adopted unanimously the findings of a Committee which had examined the annual reports of Governments on the application of ratified Conventions. The Committee, while making suggestions as to the contents and date of the reports, concluded that, although complete satisfaction with the application of Conventions could not be recorded, valuable results had been achieved.

Standing Orders

The Conference adopted unanimously amendments to the Standing Orders relating to the election of Committees by the Government Group, to the secretariats of Committees, and to the interpretation of speeches delivered in non-official languages; also, by 82 votes to 23, an amendment concerning official translations of Conventions and Recommendations in non-official languages.

Resolutions

The Conference adopted unanimously Resolutions relating to old age, invalidity, etc. insurance; contracts of employment; collective disputes; education and entry into employment; and native labour problems. It adopted by 60 votes to 24 a Resolution relating to the hours of work of commercial employees. It referred to the Governing Body a Resolution relating to representation for native workers in the Conference.

The Report of the Director

The Conference, in addition to taking the decisions indicated above, included, as in previous years, a full discussion of the Report in which the Director of the International Labour Office gives an account of the work of the Organisation and the main features of the social development of the previous year.

The discussion showed both appreciation of the work of the Office and a desire to see this work develop, in particular in the direction of further study of economic problems to which attention was drawn by the recent Conference of the League of Nations. But, as in previous sessions, the question on which the attention of the Conference was specially concentrated was that of the ratification and the application of the Conventions. Workers' delegates complained that the progress was unduly slow; Governments contended that it was as fast as national economic conditions and other circumstances would permit; employers' delegates suggested that more speed might be imprudent.

This question of ratifications and of their imperious necessity for the normal functioning of the International Labour Organisation also occupied a large place in the speech of Mr. Albert Thomas in reply to the 55 speakers who had discussed his Report.

The Director of the International Labour Office successively passed in review all the questions concerning the development of the Organisation. He emphasised the valuable results obtained by the Office in the field of research and information, in its work for securing employment for refugees, etc. He drew attention to the part taken by the Office in the technical preparation of the Economic Conference, which had itself requested the continuation of collaboration in this field. This collaboration should not only be maintained, but should be developed. There should not be within the unity of the international institutions two groups, one dealing exclusively with the economic aspect, the other dealing exclusively with the social aspect. The problems were too closely connected for the study of them not to be undertaken in common. It was understood, however, that if the International Labour Organisation participated in the economic work of the League of Nations, its preoccupation was to find in the solution of economic difficulties a way of accelerating the ratification of Conventions and consequently hastening the realisation of social justice.

In reply to a question of Mr. Jouhaux on the consequences that the Bill on Italian officials abroad might have for the Italian staff of the Office, Mr. Albert Thomas stated that this Bill had received his close attention. He was sure that the assurances desired by his officials would be obtained. Besides, the Treaty of Peace placed all the officials of the International Labour Office under the immediate and undivided responsibility of the Director. He added, that, after 7 years as Director of the Office, he had the right to state that, while avoiding diplomatic incidents, he had always given to the officials placed by the Treaty under his immediate and undivided responsibility the guarantees that they needed for the respect of their rights and for the accomplishment of their international duties.

With regard to relations with States not members of the Organisation, in particular with Russia, the Director, more and more convinced of the duty of seeking to universalise the League of Nations, showed that there was no ground for modifying the active conciliatory policy hitherto followed with a view to proving to these States that it would be useful for them to collaborate in the work of the Organisation. He then noted the importance of the participation in the Conference of the peoples of Asia. In the most distant nations intense interest was being aroused in the work of Geneva in the labour and industrial field. Again, each year brought new requests from categories of workers who had remained outside the field of the application of international labour legislation and who claimed its protection, i.e. commercial employees, intellectual workers, etc. This expansion raised new problems for the Organisation.

"At first sight", Mr. Albert Thomas stated in conclusion, "these problems seem particularly complex. But where do we find, for the future of our Office, for the development of its authority, the great sources of strength? They are to be found in the conscious and constant development of the workers, in the aspiration of all the producers and all the workers of the great industrial countries to a life that is more free, that is more noble, that is more worthy of being lived, to conditions of work that assure their dignity as men and as citizens. It would be easy with all the features that indicate such an effort towards improvement to paint a reassuring picture of the new civilisation. Mr. Olivetti was saying the other day that we were looking in vain for the soul of the Conference. The soul of the Conference? I was conscious of it in the sitting where Mr. Poulton spoke. All of us without exception, delegates of Governments, of employers and of workers, were moved by the appeal of the aged British worker, asking in the name of all his comrades that the leisure accorded by the shorter working day should assure the development of their personality, asking that their dignity as men should not be sapped by the terrible evil of unemployment. It is this aspiration of the world of labour, growing daily stronger and more definite that will enable us to carry through our work. Ladies and gentlemen, I know full well—it is another difficulty for the Director of the International Labour Office—that the world of labour on which we count is divided into tendencies most of which are represented here. But all, trade unionists, socialists, independents, Christians, Fascists, are in agreement in coming to claim the ratification, of our Conventions. Others, the communists, who are not here and who attack us, make these claims in their national parliaments. They are in agreement in affirming the same will to make demands. If it is not possible, in view of past history, to count on a union of their forces which would give to our Organisation a unique power, this convergence of the aspiration of the world of labour is a fact of which account must be taken.

> "As Director of the International Labour Office, I clearly have not the right to-day to take part in the conflict of theories, however great its interest, which has taken place on this platform. As a thinking man, as a party man, I would have joined in the discussion with joy and with fervour. It is not my part to do so. I must hold myself above the struggle. As the Chairman of the Governing Body said in his inaugural address, I must look for the common and salutary principles that may be discerned in the divergent systems. Within movements that are similar, within efforts that run parallel in the direction of the protection of the workers and social justice, is to be found a new phase of the eternal struggle between liberty and authority. Conceptions come into opposition and into conflict. Perhaps we have the right to say, we who think only of the supreme end to be attained, the right to say to those who place the interests of the State above all, to those who wish to exact national discipline, to those who see the essential condition of progress in the corporation, that it is dangerous to underestimate the clash of interests and of classes, that it is dangerous to forget the tendencies or the aspirations of man towards liberty, or even to interpret them with a lack of precision. On the other hand, however, dear liberty may be, however sure it may be, even in its experiments and in its trials with a view to the creation of an organic society, it would be not less dangerous to forget that the end to be attained should be the suppression of social disputes and the establishment of industrial peace. To be certain of the future of our work, to be sure of precipitating the thought that is common to all and the hopes that inspire us all, there is only one solution. The International Labour Office must hold fast to the charter by which it was constituted and must keep it constantly before the world, in letter and in spirit; it must continue to Elevate and purify the desire for freedom, and the sentiment of the dignity of work, which are the sources of Part XIII; it must recall to the minds of all mew the fundamental principles the application of which it is the task of the Organisation ti secure."

THE RATIFICATION OF DRAFT CONVENTIONS

On 30 June 1927 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 230.

At the same date, the number of Draft Conventions of which ratification had been autorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 25.

On 2 June 1927, Mr. Arthur Fontaine, Chairman of the Governing Body of the Office and French Government Delegate to the International Labour Conference, deposited with the Secretariat of the League of Nations the instrument of ratification by France of the Washington Convention concerning hours of labour, and ratification was registered on the same day. This ratification will, however, only take effect when the Convention has also been ratified by Germany and Great Britain.

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THE RATIFICATION OF DRAFT CONVENTIONS

On July 31 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 230.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League was 27.

THE COMMITTEE ON NATIVE LABOUR

The First Session of the Committee on Native Labour was held at the International Labour Office from 7 to 12 July 1927.

> The study of general conditions affecting native labour is a part of the ordinary work of the Office as laid down by the terms of the Peace Treaty, and in 1921 this study was specially entrusted by the Governing Body to the Diplomatic Division. Since then it has been progressively developed in conjunction with the representative of the Office attached to the Permanent Mandates Commission and the Temporary Slavery Commission. Resolutions adopted at various times by the International Labour Conference have repeatedly drawn attention to the importance of this class of question.
>
> In accordance with the terms of a resolution adopted by the Assembly in 1926 simultaneously with the Slavery Convention, the Assembly requested the Council of the League of Nations "to inform the Governing Body of the International Labour Office of the adoption of the Slavery Convention, and to draw its attention to the importance of the work undertaken by the Office with a view to studying the best means of preventing forced or compulsory labour from developing into conditions analogous to slavery". The Office thereupon proposed to the Governing Body to set up a committee of experts in order to give the States interested in the matter the assurance that the most careful preparatory work would be undertaken in order to arrive at international decisions on the question. This proposal meeting the approval of the Governing Body, the Office immediately consulted by correspondence the members of the Committee on the desirability of studying the two questions of forced labour and long-term contracts with a view to an international regulation. The members of the Committee expressed their agreement with the Office and indicated that the study of the question of forced labour appeared to demand greater urgency. The preparation of the Report on Forced Labour was immediately begun and it was this Report that the Committee was called on to consider at its First Session which was opened in Geneva on 7 July last.

The Committee includes the following members :

> General Freire d'Andrade (Portugal), formerly Governor-General of Mozambique, ex-Minister of Foreign Affairs, Member of the Permanent Mandates Com-

> mission, Member of the Temporary Slavery Commission; Sir Selwyn Fremantle, C.S.I., C.I.E. (India); Mr. Albrecht Gohr (Belgium), Secretary-General of the Ministry of the Colonies, Chairman of the Temporary Slavery Commission; Mr. Nobubumi Ito (Japan), Deputy-Director of the Japanese Bureau for the League of Nations at Paris; Mr. H. R. Joynt (Malaysia); Mr. Camille Lejeune (France), Director of the Nossi-Bé Company, Madagascar; The Right Hon. Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (Great Britain), formerly Governor-General of Nigeria, Member of the Permanent Mandates Commission, Member of the Temporary Slavery Commission; Mr. Martial Merlin (France), Honorary Governor-General of the Colonies, formerly Governor-General of the Congo, and of Indo-China, Member of the Permanent Mandates Commission; Commandant G. Ostini (Italy), Chief of the Colonial Schools Office, Director-General for Italians Abroad, Ministry of Foreign Affairs; Freiherr von Rechenberg (Germany), Werklicher Geheimer Rat, formerly Governor-General of German East Africa; Mr. van Rees (Netherlands), formerly Vice-President of the Council of the East Indies, Secretary-General of the Netherlands Colonial Institute, Vice-President of the Permanent Mandates Commission, Member of the Temporary Slavery Commission; Mr. Pedro Saura del Pan (Spain), Consul at Oran; Mr. H. M. Taberer (Union of South Africa), Chief Native Labour Adviser to the Transvaal Chamber of Mines.
>
> All the members, with the exception of Mr. H. R. Joynt and Commandant Ostini, who communicated their regrets at not being able to attend were present at this Session.

On the motion of Sir Frederick Lugard, seconded by Mr. van Rees, the Committee unanimously elected Mr. Albrecht Gohr as its chairman :

> The Committee had before it a "Draft for a Report on Forced Labour" prepared by the Office. Other documents submitted to the Committee included the text of certain communications transmitted to the International Labour Office by divers organisations and which the Office put before the members of the Committee for their information. These communications emanated from the International Women's Council, the British League of Nations Union and the Anti-Slavery and Aborigines' Protection Society.
>
> The delegates of the British League of Nations Union and the Anti-Slavery Society, who had requested to be heard personally by the Committee, were received at the morning sitting of 9 July. Professor Gilbert Murray, chief of the delegation, congratulated the International Labour Office on having taken up the important question of native labour and, by the constitution of a committee of experts, showing a firm desire of arriving at practical solutions. The other delegates, Mr. Bateson, former Magistrate in the Mauritius, Mr. H. W. Nevinson, writer, and Mr. J. H. Harris, Secretary of the Anti-Slavery Society made several interesting suggestions based on their personal experience of the questions before the Committee.

The discussion of Chapter VII of the Report, in which the Office has attempted to collect and classify the principles underlying the regulations of forced labour, occupied almost the whole time of the Committee. The Committee admitted that while the regulation of forced labour was intended to prevent abuses arising under this system, the real aim was to hasten the disappearance of forced labour in all its forms. Recourse to forced labour should only be had in certain precise conditions which were determined by the Committee. The Committee then drew up the following principles to be applied in the employment of forced labour, where it was indispensable; in no case should women, children, aged or medically unfit persons be subjected to it; forced labour should always be remunerated except in cases of *force majeure* or local work in the villages; the normal working hours should not exceed 8 hours per day or 48 hours per week; Administrations should take all the necessary measures to assure the acclimatisation of workers removed from their usual conditions of life and they should consider themselves responsible for the maintenance of workers, victims of accidents or illness due to the conditions of their employment.

Undoubtedly the most important decision, adopted by a majority of votes, was that which stipulated that the duration of forced labour for an individual should not exceed 60 days per annum except in cases where the natives were obliged to go long distances in order to carry out the work, when the duration could be as long as six months.

As regards compulsory cultivation of the land the Committee considered that the only form of compulsion which could be authorised was the cultivation of the land in order to prevent famine or a dearth of foodstuffs. The Commission was unanimous in deciding that no Administration should authorise forced labour for the benefit of private persons or societies and that where forced labour of this kind existed every effort should be used to put an end to it as soon as possible.

It was understood that in approving these principles the Committee did not necessarily mean to imply that all of them were suitable for insertion in any future International Convention which might be adopted on the subject of forced labour.

In addition three resolutions were adopted by the Committee. The first proposed by Mr. van Rees was as follows :

> In view of the continually increasing importance of the question of the conditions of labour in extra-European areas where industrial development is still at a low stage;
>
> And in view of the undoubted utility of the widest possible dissemination of reliable information concerning the measures taken by the various Administrations to safeguard the wellbeing of the populations under their charge :
>
> The Committee of Experts on Native Labour urges the International Labour Office to consider by what means it may be possible to secure the publication of complete information on questions affecting labour conditions in such areas.

The second resolution, proposed by Sir Frederick Lugard, was conceived in the following terms :

> This Committee considers the question of the regulation of forced labour to be one of urgent importance for the safeguarding of the conditions of certain populations, and considers that it should be examined by the International Labour Conference at an early date.
>
> It requests the Director of the International Labour Office to communicate this resolution to the Governing Body, which, under 400 of the Treaty of Peace of Versailles, determines the agenda for meetings of the Conference.

The third resolution, proposed by Mr. Taberer, ran as follows :

> That, in the opinion of this Committee, all forced labour should cease at the earliest possible moment, and the Committee therefore recommends that it should be the aim of all Administrations to hasten the time when forced labour of any nature shall cease to be imposed.

The Report prepared by the Office will be submitted in an amended form resulting from the various suggestions of experts to a future meeting of the Governing Body. The attention of the latter will at the same time be drawn to the resolution which recommends the insertion of the question of the regulation of native labour conditions on the agenda of a future Session of the Conference.

REFUGEES AND THE INTERNATIONAL LABOUR OFFICE

A GOVERNMENT CONFERENCE

On 15 June a Government Conference took place at the International Labour Office, convened by Dr. Nansen, High Commissioner of the League of Nations for Refugees, to consider a certain number of offers received by the Refugee Section of the International Labour Office for the establishment of Russian and Armenian refugees in South America.

> The Governments of Bulgaria, Czechoslovakia, Finland, France, Germany, Great Britain, Greece, Latvia, Poland, Rumania and the Serb-Croat-Slovene Kingdom were represented at the meeting, the main object of which was to procure for the High Commissioner the necessary funds to allow him to organise the placing of refugees in oversea countries.
>
> The Conference approved the efforts made for the placing of unemployed refugees in oversea countries, and adopted a resolution recommending the Go-

> vernments concerned to participate financially, by means of a mere guarantee, without any direct payment, in the colonisation operations contemplated by Dr. Nansen.
>
> It should be noted that the German Government has offered a first contribution of 100,000 marks for the emigration of Russian and Armenian refugees from German territory, and it is to be hoped that other States will follow this example, after careful consideration of the schemes submitted to them.

The resolutions adopted by the Conference were as follows :

> (1) The members of the Conference, after noting the memorandum of the High Commissioner of the League of Nations for Refugees, approves the efforts made to find a practical solution of the question of settling in oversea countries such Russian and Armenian refugees as desire to be so settled, and requests the High Commissioner and the Refugee Section of the International Labour Office to continue and develop their colonisation efforts on these lines;
>
> (2) The Conference expresses the wish that Governments which have not yet ratified the Arrangement of 12 May 1926 should expedite their ratification of it;
>
> (3) (*a*) The Conference, after noting the statements of various Governments, which guarantee the Refugee Section of the International Labour Office and the High Commissioner of the League of Nations for Refugees funds for the execution of the schemes submitted by the High Commissioner, requests such Governments as are disposed to facilitate the migration to oversea countries of refugees on their territories, to inform the High Commissioner as soon as possible, and in any case before the Eighth Assembly of the League of Nations, of the number of groups of five persons for whom they would be disposed to grant the financial aid provided for the settlement of such groups mentioned in the Memorandum of the High Commissioner, in accordance with one of the schemes notified to the Conference;
>
> (*b*) The form of such financial aid is to be determined with the assistance of each Government concerned, which is disposed to supply it, on the basis of the principles, mentioned in the attached statement, which the Conference strongly recommends to the attention of the Governments;
>
> (*c*) The Conference requests the Governments concerned to inform the International Labour Office as soon as possible of the number of unemployed refugees, according to their occupations, on their territories who are desirous of emigrating;
>
> (4) The Conference requests the Council of the League of Nations, in accordance with its expressed sympathy for the welfare of refugees, to afford all possible facilities for the transfer of Armenian refugees to Soviet Armenia;
>
> (5) The Conference requests the High Commissioner to communicate the the resolutions adopted at the present meeting to the Council and the Assembly of the League of Nations, requesting these bodies to take into consideration the recommendations therein contained.

ARMENIAN REFUGEES IN SYRIA

On 16 June last there took place at the International Labour Office, under the chairmanship of Dr. Nansen, the third meeting of the Armenian Committee of the Advisory Committee attached to the High Commissioner of the League of Nations for Refugees. The following were present at the meeting :

> Mr. Albert Thomas, Director of the International Labour Office; Mr. Pépin, of the French delegation; Mr. de Brouckère, representing the Belgian phil-Armenian organisations; Mr. Pachalian, representing the Armenian organisations; Miss Pye and Mr. Backhouse, delegates of the Union of British phil-Armenian organisations; Mr. Schlemmer, delegate of the International Red Cross Committee; Mr. Berry, representing the Near East Relief, and Mr. Krafft-Bonnard, representing the International Near East Association.
>
> Dr. Duguet, chief of the Health Department and Director of Hygiene and Relief of the French High Commissariat in Syria and Lebanon, explained the preparatory work hitherto undertaken, namely, the census of refugees by categories, the search for land on which to settle agricultural families under proper hygiene and safety conditions, and the scheme for the construction of an Armenian quarter at Beirut for the settlement of urban artisans' families.

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THE RATIFICATION OF DRAFT CONVENTIONS

On August 31 the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 230.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 36.

The most important information with regard to ratifications that has come to the attention of the Office during the month of August relates to legislation in the Netherlands. Three Acts, dated 30 June 1927, approved the ratification of the Draft Conventions concerning workmen's compensation for accidents, equality of treatment for national and foreign workers as regards workmen's compensation for accidents, and the simplification of the inspection of emigrants on board ship. Another Act promulgated on 2 July 1927 reserved to the Crown the right to ratify the Draft Convention concerning workmen's compensation for occupational diseases.

MINIMUM WAGE-FIXING MACHINERY

The International Labour Office has sent to all the Governments of the States Members of the Organisation a questionnaire with regard to minimum wage-fixing machinery.

It will be remembered that this question was discussed for the first time at the Tenth Session of the International Labour Conference, held in Geneva in May and June of this year. By a large majority, the Conference decided to place on the Agenda of the 1928 Session the question of minimum wage-fixing machinery, and adopted the questionnaire which the International Labour Office has just sent to the Governments. This questionnaire will enable them to communicate their attitude with a view to discussion at the next Session.

The booklet issued by the Office contains, in addition to the Questionnaire, the Report of the Committee which submitted the Questionnaire to the Conference, a short summary of the discussions which took place on the Report in the Conference, and some short indications on the scope of the question.

The Office has also published in its series of *Studies and Reports*, under the title of "Minimum Wage-Fixing Machinery", a comparative study of the legislation and practice existing in different countries. The study was originally prepared for the purpose of the initial discussion of the question at the last Session of the Conference. It was necessarily confined to those aspects of the problem which the Conference was called upon to consider — "Minimum wage-fixing machinery in trades in which organisation of employers and workers is defective and where wages are exceptionally low, with special reference to the homeworking trades". It consequently ignored certain questions which would appear in a general report on minimum wage legislation. In spite of this, however, the study has been deemed to be of sufficient importance to justify its inclusion in the series of *Studies and Reports*.

THE INTERNATIONAL LABOUR ORGANISATION AND ECONOMIC PROBLEMS

The September number of the *International Labour Review* contains an analysis of the resolutions adopted by the International Economic Conference from the point of view of the International Labour Organisation.

The world of labour has long realised the close interdependence of economic and social problems. At the Washington Conference in 1919 the workers' group raised the question of the international distribution of raw materials; in 1920 the Governing Body of the Office decided to undertake an international enquiry into production; in 1921 and 1922 the International Labour Conference discussed unemployment and the work of the Genoa Economic Conference; more recently, it will be remembered, the International Labour Office took a direct and active part in the work of the Preparatory Committee for the Conference. These few instances show the sustained interest which the Organisation takes in important economic problems, the solution of which may undoubtedly contribute to that of social problems. This inter-connection was emphasised by speakers representing all groups at the last Session of the International Labour Conference, which immediately followed the International Economic Conference. There was general agreement on the one hand that there could be no solid economic reconstruction except on a basis of social justice, and on the other hand that there could be no solid social reconstruction except on the basis of economic justice.

The close relation between the two groups of problems is brought out by the analysis of the work of the recent Economic Conference. The resolutions which it adopted lay the foundation for the co-operation of the International Labour Office in the international economic activities initiated by the Conference.

THE INTERNATIONAL LABOUR OFFICE AS A WORLD CENTRE OF INFORMATION

The scientific work of the International Labour Office is now universally know and esteemed. At each Conference delegates of the countries represented are unanimous in proclaiming its value, and the States which are not members of the Organisation also recognise the soundness, the objectivity, and the interest of the information in the possession of the Office. The importance of the Office as a centre of information is increasing from year to year.

The requests received at Geneva in 1926 may be subdivided according to countries as follows (the figures for the preceding year are indicated in brackets) : Great Britain 137 (120), Germany 114 (94), Switzerland 112 (68), France 92 (78), United States 43 (41), Belgium 40 (25), Italy 37 (33), Czechoslovakia 32 (25), Poland 21 (25), Netherlands 17 (16), Austria 17 (17), Australia 14 (8), Sweden 13 (11), Luxemburg 12 (8), India 10 (4), Roumania 9 (11), Japan 8 (7), Russia and Ukraine 6 (3), Spain 6 (7), Norway 5 (5), Saar Territory 4 (2), Canada 4 (7), Argentina 3 (4), Chile 3 (1), China 3 (0), Finland 3 (1), Greece 3 (4), Hungary 3 (4), Ireland 3 (8), Serb-Croat-Slovene Kingdom 3 (3), Palestine 2 (1), Turkey 2 (0), Denmark 2 (6), Lithuania 2 (0), Latvia 2 (4), South Africa 1 (3), Brazil 1 (1), Bulgaria 1 (0), Egypt 1 (2), Estonia 1 (0), New Zealand 1 (2), Persia 1 (0).

In additional 18 requests were received from international workers' organisations.

Certain countries which are not members of the International Labour Organisation have applied to the Office for assistance more frequently than in the past. The number of requests received from the United States of America, though only slightly higher for 1926 than for 1925, were nearly double that for 1924.

The requests for information received in 1926 may be further sub-divided according to their sources as follows :

Governments	136
Employers' organisations	42
Workers' organisations	125
Co-operative organisations	25
Associations of disabled men	16
Various bodies and individuals	468

Figures classified according to subject are given below :

	1926	1925	1924
Social insurance and industrial disabled	69	74	42
Conditions of work	68	65	82
Industrial hygiene and safety	68	60	13
Activity and working of the International Labour Organisation	55	23	22
Hours of work	38	21	»
Co-operative questions	36	15	14
Apprenticeship, vocational guidance, and education	36	34	19
Labour legislation	35	21	14
Migration	35	21	13
Wages	34	48	16
Employers' and workers' organisations, freedom of association, industrial disputes	34	30	17
Unemployment	25	29	13
Production and general economic situation	23	»	»
Protection of maternity, employment of women and children	23	28	11
Cost of living	20	8	3
Agricultural questions	20	19	8
Scientific management	16	2	»
Ratifications, interpretation of Conventions	15	25	»
Collective agreements	13	18	3
Native labour	12	»	»
Weekly rest and holidays with pay	11	21	3
Workers' dwellings	11	19	7
Arbitration and conciliation	9	11	12
Family allowances	7	5	»
Placing of refugees	7	12	»
Profit-sharing	6	14	10
Works councils	4	»	»
Out-workers	4	3	2
Protection of labour	4	5	2
Welfare	4	»	»
Maritime questions	3	»	»
Utilisation of workers' spare time	3	9	0
Alcoholism	2	»	»
Night work in bakeries	2	5	5
Organistion of labour ministries	2	2	»
Miscellaneous subjects on each of which a single enquiry was received	58	58	62

The figure given in the above table for the number of requests for information concerning hours of work includes only those dealing with that subject exclusively. If, however, account is taken of the fact that in every case where information is asked for in regard to conditions of work as a whole in a particular industry the question of hours of work is necessarily included, it may be asserted that the greatest number of requests have concerned this subject, either separately or in conjunction with others, and that it therefore continues to be the one which most keenly interests the Office's correspondents. Similarly, requests for information concerning wages rank as the next most numerous.

The majority of the enquiries undertaken in 1926 at there quest of Governments dealt, firstly, with conditions of labour including hours of work (23), secondly, questions of health and industrial safety (21), and, thirdly, social insurance (14).

The requests emanating from employers' organisations concern, firstly, wages (9), and, secondly, scientific management (7) and conditions of labour (7).

Information has been asked for by workers' organisations, firstly, in regard to general labour conditions (18), secondly, social insurance (11), thirdly, labour legislation (9), fourthly, trade union questions (8), fifthly, industrial hygiene (7). Weekly rest and holidays with pay come next in numerical order.

If the scope and importance of the work represented by these figures is to be realised, it must be remembered that in most cases what is wanted is an account of the position as regards a particular question in all countries or in a certain number of countries. This applies especially to requests from Governments which are contemplating new labour legislation.

When Governments request information, they frequently state that the particulars are required with a view to the preparation of new national laws or administrative measures. In such cases, the Office enables Governments to avoid undertaking special research, and contributes directly to the development of industrial and labour legislation.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important studies and reports. Special mention may be made of the following :

"Industrial Relations in the United States"

Under the above title, the Office has just published a report embodying the results of an investigation conducted by Mr. H. B. Butler, C.B., Deputy Director of the Office, in the United States on the subject of industrial relations.

> In view of the remarkable prosperity of the United States since the war, a great deal of curiosity has been aroused in other countries as to the industrial conditions which produced it. In particular, attempts at co-operation between employers and employed have evoked widespread interest.
>
> The report deals with this question in all its aspects. It explains why American conditions differ from those of other countries; it examines critically the economic condition of the working classes, analyses the aims of the American trade unions and the policies of American employers, and describes the various experiments which have been attempted for creating better relations between employers and workpeople by means of works councils, stock holding, life insurance and systematic co-operation with the trade unions.
>
> In conclusion, some suggestions are made as to the lessons which may be derived by other countries from the American experience.

"The Medical Inspection of Labour"

Under the above title (1) the Office has published a volume of some 80 pages containing a report of the meeting of Medical Inspectors of Factories in various countries held in Düsseldorf on 15 and 16 September 1926.

> The meeting, in may be remembered, was called by Dr. Teleky, Prussian Medical Inspector of Labour, on behalf of the German Association of Medical Inspectors of Labour. It resulted in the presentation of a series of communications on the organisation and activities of industrial medical services in different countries, and gave an opportunity for a valuable exchange of experiences and ideas.
>
> The volume now published comprises a report of the proceedings compiled by Dr. Teleky, this report being a fairly complete summary of the papers read and the addresses given to the conference. It includes also a declaration, adopted unanimously by the meeting, of the principles which should govern the organisation of medical factory inspection in all countries.

"Migration Movements, 1920-1924"

This report is in continuation of that published by the International Labour Office in 1925 on migration movements from 1920 to 1923, as the outcome of the Recommendation concerning the collection of information on migration questions adopted by the International Labour Conference in 1922. Every endeavour has been made to complete and improve the statistical tables, the number of States for which information is given having risen from 60 to 74. It may be of interest to mention that the number of individuals covered by the migration statistics utilised for the purpose of this study, for the five-year period 1920 to 1924, is 10,040,475.

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(1) *Studies and Reports*, Series F (Industrial Hygiene), No. 10. Price : 1s. 6d. ; 40 cents.

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MONTHLY SUMMARY
OF THE
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THE RATIFICATION OF DRAFT CONVENTIONS

On 30 September the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 236.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 34.

During the past month, six new ratifications have been registered. The Minister of Foreign Affairs of the Netherlands has deposited with the Secretary-General of the League of Nations the instruments of ratification of the three following International Labour Conventions :

(1) The Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

(2) The Convention concerning workmen's compensation for accidents, adopted at the same Session.

(3) The Convention concerning the simplification of the inspection of emigrants on board ship, adopted at the Eighth Session of the Conference (Geneva, 1926).

The Government of Finland has informed the International Labour Office that it has deposited with the Secretary-General of the League of Nations the instruments of ratification of two Conventions voted by the International Labour Conference :

(1) The Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents;

(2) The Convention concerning workmen's compensation for occupational diseases.

Finally, the Government of Great Britain has ratified the Convention concerning the simplification of the inspection of emigrants on board ship, on condition that this ratification shall only take effect when the Convention has also been ratified by France, Germany, Italy, Norway, and Spain.

THE THIRTY-SEVENTH SESSION OF THE GOVERNING BODY

In response to the invitation of the German Government, the Governing Body of the International Labour Office decided to hold its Thirty-seventh Session at Berlin.

This session will open on 11 October. The items on the agenda include, in addition to the report of the Director, a certain number of important questions, namely : action to be taken on the report of the Committee of Experts on Native Labour and on the resolutions adopted by the International Labour Conference at its Tenth Session; further consideration of the agenda of the 1928 Conference; the drawing up of the agenda of the Conference of 1929; study of such decisions of the Assembly as concern the International Labour Organisation; organisation and budget of the Refugees Service; report of the Committee on conditions of work in coal mines; constitution of the Advisory Committee on Intellectual Workers, the report of the Unemployment Committee, etc.

MEETINGS OF THE ADVISORY COMMITTEE FOR REFUGEES AND OF THE SUB-COMMITTEE FOR THE SETTLEMENT OF ARMENIAN REFUGEES IN SYRIA

No. 8 of the *Monthly Summary* contained some particulars of the third meeting of the Armenian Sub-Committee of the Advisory Committee for Refugees. This Sub-Committee held its Fourth Session on 6 September 1927 at Geneva with Mr. Albert Thomas in the Chair. The following were also present : Mr. Thiébaut, of the Central Committee of the French Red Cross; Miss Pye and Mr. John Harris, delegates of the British United Armenian Committee; Mr. Pachalian, representing the Central Committee of Armenian Refugees; Mr. Krafft-Bonnard, Vice-President of the International Near East Association; Mr. G. L. Berry, representing the Near East Relief; and Mr. T. F. Johnson, Assistant High Commissioner for Refugees.

The Committee noted in the first place the progress of the work of settlement of Armenian refugees in Syria, and recommended that all necessary steps should be taken to ensure complete political security for these refugees. The greater part of the session of the Sub-Committee was, however, devoted to the examination of the financial aspect of the work of settlement.

The present position of the revolving fund established in connection with this work may be summarised as follows :

Contributions	French francs	£	Swiss francs
Lebanon Government	3,000,000	—	—
High Commisioner for Refugees (Revolving Fund)	—	3,000	—
British United Armenian Committee	—	5,000	—
Armenian Welfare Union	—	500	—
Anonymous	—	1,000	—
Subsidy from the Nansen Stamp Fund	—	—	25,000
	3,000,000	9,500	25,000

i. e., approximately £ 35,500.

The total amount needed for the settlement of the Armenians in Syria is, however, estimated at £135,000, and the Sub-Committee endeavoured to find a way of collecting the whole of this sum. For this purpose it entrusted some of its members with the task of ascertaining in what circumstances a loan might be floated in order to complete the settlement of the 40,000 refugees to be established in Syria.

The following day, the Advisory Committee of the High Commissioner of the League of Nations for Refugees also met in Geneva, Mr. Albert Thomas in the Chair. The representatives of 24 private organisations took part in this meeting, and were given an opportunity to express their wishes with regard to the work undertaken on behalf of the refugees by the International Labour Office and Dr. Nansen.

After having admitted four new organisations to membership, the Advisory Committee opened the discussion of the work performed by its sub-committee for the administration of the moneys realised from the sale of Nansen stamps. It noted that these moneys amounted to 150,000 francs and adopted a certain number of resolutions with regard to the employment of this sum.

The Advisory Committee then examined the report submitted to it by the sub-committee for the settlement of Armenian refugees in Syria, which held a meeting on the previous day.

Further, a special technical commission, set up by Dr. Nansen to investigate the legal status of Armenian and Russian refugees, submitted to the Advisory Committee the result of its deliberations, and it was decided to ask Dr. Nansen to convene as early as possible an Inter-governmental Conference for the purpose of regulating a number of problems relating to the legal status of Russian and Armenian refugees.

The Advisory Committee, moreover, devoted a part of its session to the investigation of the position of Russian refugees in Turkey and to the question of finding employment for students who have completed their studies.

Finally, it approved the efforts of the High Commissioner for Refugees in the direction of extending to analogous categories of refugees the measures already adopted on behalf of Russian and Armenian refugees, and decided to hold its next session in the spring of 1928.

THE EIGHTH ASSEMBLY AND THE INTERNATIONAL LABOUR ORGANISATION

In the course of its last Session the Assembly examined a number of questions which affect, directly or indirectly, the International Labour Organisation and its work.

In the first place, it approved the various recommendations adopted by the International *Economic Conference* relating to certain steps to be taken in regard to the agricultural, industrial and commercial organisation of the world. It will be the task of the International Labour Office to study the application of these recommendations in so far as it may have an influence on the standard of living and stability of employment of the workers. One of the recommendations requests the Economic Organisation of the League of Nations to collect periodically comprehensive but definite and up-to-date information concerning the sources and supplies of raw materials, production, stocks, prices, wages, hours of work, conditions in the labour market etc. It stipulates that the collation of the last-mentioned data is to be entrusted to the International Labour Office. Finally, in setting up the Consultative Committee whose duty it will be to apply the recommendations of the Economic Conference, the Assembly recognised that the International Labour Office should assist in the constitution of this Committee and should be invited to submit the names of three members representing labour.

The Assembly adopted several resolutions relating to *Russian and Armenian refugees.* It is common knowledge that the responsibility for finding employment for these refugees rests with the International Labour Office and particularly with the Refugee Service under Mr. T. Johnson, Assistant High Commissioner for Refugees. In the course of the discussions in the Fifth Committee on this subject, Dr. Nansen, High Commissioner for Refugees, Mr. Albert Thomas, Director of the International Labour Office, and other speakers, drew attention to the financial problems involved in the settlement of refugees. Governments were urged to increase the revolving fund by the issue of the special Nansen stamps, to ratify the agreements recommended by the Intergovernmental Conference of 1926, and to facilitate the use of the Nansen passports. The importance of speedy action in these matters was emphasized.

In the course of the discussion in the Fifth Committee and in the plenary meeting, Major Elliot (British Empire) referred to the problem of the 4,000 Russian refugees in Turkey who were threatened with expulsion. He pointed out that the Chief of the Refugee Service of the International Labour Office had succeeded, during a visit to Angora, in obtaining from the Turkish Foreign Minister the suspension of a decree requiring that everyone should take up Turkish nationality or leave Turkey before 1 August last.

The tenour of the resolutions adopted and the number of appeals made on behalf of the refugees, whatever their nationality, testify to the constantly increasing interest which is taken throughout the world in the work accomplished in this sphere by the League of Nations and the International Labour Organisation jointly.

The discussions which took place on the question of *slavery* were of the greatest interest to the International Labour Office. The Office is studying the various forms of forced labour which, in certain of its aspects, is indistinguishable from slavery. The ratification of the Slavery Convention urged in the resolution of the Assembly will go far to bring about the abolition of forced labour. The Committee of the Assembly which dealt with the Convention refrained from making any pronouncement on the question of forced labour pending the conclusion of the enquiry which is being concluded into this subject by the International Labour Office.

On the proposal of the Fifth Committee, the Assembly adopted a resolution expressing appreciation of the work accomplished by the Child Welfare Committee.

The report of the Committee stated that it has decided to pursue, in collaboration with the International Labour Office, its enquiry into the effects of family allowances on the *welfare of children*. It also mentioned that, in connection with the enquiry into the mental and physical recreation of children, the International Labour Office had been requested to communicate to the Secretariat the information in its possession on the utilisation of workers' spare time in its relation to child welfare.

In the same connection attention may be drawn to discussions in the Second Committee on the instruction of youth in the ideals and work of the League of Nations. In the course of a resolution on intellectual co-operation submitted by this Committee and adopted by the Assembly, approval was given to the recommendations made by a sub-committee of experts for the instruction of children and youth in the existence and aims of the League, and the Secretary General was instructed to request Governments, so far as possible, to give effect to the recommendations.

The International Labour Office, as one of the constituent institutions of the League of Nations, is included by implication in the resolution adopted.

In the course of a discussion in the Second Committee on the work of the Health Organisation, Mr. Veverka (Czechoslovakia) recalled a proposal made by his Government to the Fifth Assembly, that a comparative study should be undertaken of the *health administrations* of the various countries, with a view to their keeping in touch and collaborating with of the health insurance organisations and public health services. He was glad to note that the Health Committee had dealt with this question by appointing a mixed committee with a secretariat composed of members of the Health Section and members of the Social Insurance Service of the International Labour Office. That example had been immediately followed in Czechoslovakia, where a similar committee had been set up with the most encouraging results.

Finally, the Assembly approved the *budget* of the International Labour Organisation, for the financial year 1928, together with those of the Secretariat of the League and of the Permanent Court of International Justice, after careful examination by the Fourth Committee.

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MONTHLY SUMMARY
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THE RATIFICATION OF CONVENTIONS

On 31 October the total number of ratifications of Conventions registered with the Secretary-General of the League of Nations was 244.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 28.

During the past month, eight new ratifications have been registered.

Belgium has ratified the five following Conventions :

(1) Convention concerning workmen's compensation for accidents.
(2) Convention concerning workmen's compensation for occupational diseases.
(3) Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.
(4) Convention concerning seamen's articles of agreement.
(5) Convention concerning the repatriation of seamen.

Norway has ratified two Conventions :

(1) Convention fixing the minimum age for admission of children to employment at sea.
(2) Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers.

Germany has ratified one Convention :

Convention concerning the employment of women before and after childbirth.

THE BERLIN SESSION OF THE GOVERNING BODY

On the cordial invitation of the German Government, the Governing Body of the International Labour Office held its 37th Session at Berlin from 11 to 14 October 1927.

At the opening of the first plenary sitting, Dr. Brauns, Federal Minister of Labour, accompanied by Dr. Geib, Under-Secretary, and a number of high officials, welcomed the Governing Body in the name of the German Government and assured the International

Labour Organisation of the keen interest taken in its work by the German people. The Minister emphasised that during the past few decades Germany had achieved substantial progress in the field of social policy, and in many cases her reforms had set an example. He had a special pleasure in handing to the Chairman of the Governing Body the instrument of ratification by Germany of the Washington Convention concerning the Employment of Women before and after Childbirth.

Mr. Arthur Fontaine, Chairman of the Governing Body, thanked the German Government for its kind invitation and its warm welcome. He remarked that this was the first time that one of the principal organisations of the League of Nations had sat in Berlin. In emphasising the importance of this event, he drew attention to the fact that Germany had been a member of the International Labour Organisation since 1919, and that she had always given valuable aid to the work of the Organisation.

Mr. Albert Thomas, Director of the International Labour Office, also thanked the Minister of Labour for his cordial hospitality. He called attention to the thoroughness of detail with which the Ministry of Labour pursued its legislative tasks. On behalf of his collaborators, and on his own account, he wished to affirm once more their pledge to devote themselves unremittingly to the establishment of social justice and universal peace.

On the proposal of Dr. Sitzler, representative of the German Government, supported by Mr. Wolfe, representative of the British Government, the Governing Body unanimously re-elected as Chairman Mr. Arthur Fontaine, representative of the French Government, and as Vice-Chairmen Mr. Carlier, employers' representative, and Mr. Oudegeest, workers' representative.

Passing to the discussion of the report which the Director presents at each Session, the Governing Body noted with satisfaction the progress of the ratification of Conventions. Including the ratification by Germany of the Maternity Convention, the number of ratifications amounted to 244.

Mr. Jouhaux (France), member of the Workers' Group, pointed out that the ratification of the Hours Convention by France was conditional, and that it would not take effect until Great Britain and Germany had ratified. He took advantage of the presence of the German Federal Minister of Labour at the sitting to express the hope that Germany would soon be in a position to ratify.

Dr. Sitzler replied that the Federal Government was continuing its efforts to bring German legislation into harmony with the Convention, and was doing all in its power to expedite ratification.

The Governing Body fixed 30 May 1928 as the date of the opening of the Eleventh Session of the International Labour Conference. It limited the Agenda of this Session to the two questions which had already been placed on the Agenda : (1) Methods of Fixing Minimum Wages (second discussion), and (2) Prevention of Industrial Accidents, including Accidents due to Coupling on Railways (first discussion).

The Governing Body further decided that in 1929 there should be two Conferences :

(1) The Maritime Conference, the Agenda of which includes the Regulation of Hours of Work on Board Ship, the Protection of Seamen in case of Sickness, including the Treatment of Seamen Injured on Board Ship, and the Promotion of Seamen's Welfare in Ports;

(2) A general Conference, the Agenda of which will be finally determined at the next Session of the Governing Body in January, but will in any case include the question of Forced Labour, which has already been placed on the Agenda. For the other questions to be placed on the Agenda of this Conference, the Governing Body will make a choice between Unemployment Insurance, Hours of Work of Salaried Employees, and the Determination of the Contract of Service of Salaried Employees.

The Governing Body approved the report of the Committee on Conditions of Work in Coal Mines.

It proceeded to consider the various Resolutions adopted by the International Labour Conference at its 1927 Session. Most of these Resolutions called upon the Office to undertake the study of fresh questions or to develop studies already in progress. The Governing Body decided, among other things, that the question of old-age and invalidity insurance should be the subject of a report, with a view to its possible inclusion in the Agenda of the 1930 Conference, and also that a report on the question of Hours of Work of Salaried Employees should be submitted to the Governing Body at its Session of 30 January 1928.

The Governing Body approved the form of the reports to be furnished by Governments in accordance with Article 408 of the Treaty of Versailles on the application of Conventions ratified by them.

It was made clear that the form of the questionnaire on which the reports were based should not be regarded as implying that the States ought not to ratify Conventions until they had passed the necessary legislation. It was pointed out that certain States were accustomed to ratify on the understanding that the necessary legislation would be adopted within a reasonable time, and it was thought necessary to have regard to this practice.

As workers' representatives on the Consultative Economic Committee of the League of Nations, the Governing Body nominated Messrs. Hermann Müller (Germany), Jouhaux (France), and Oudegeest (Netherlands). It adjourned to its January Session the general consideration of the problems arising out of the relations of the International Labour Office with the Economic Organisation of the League.

At the end of the Session, the Chairman, Mr. Arthur Fontaine, warmly thanked the German Minister of Labour, the German Government, the Prussian Government, and the City of Berlin for their hospitality.

The next Session of the Governing Body will open on 30 January 1928, in Geneva.

THE DIRECTOR'S VISIT TO THE SCANDINAVIAN AND BALTIC COUNTRIES

The Director submitted to the Governing Body, at its Berlin Session, a report on the visit which he paid, between 9 and 30 August, to the Scandinavian and Baltic countries : Denmark, Norway, Sweden, Finland, Estonia, Latvia, and Lithuania.

Although it was the holiday period, the Director was able almost everywhere to have interviews with the heads of the Government and the responsible Ministers. The press spontaneously gave publicity to the Director's visit, and this is one of the ways in which his journeys are of value to the Office. In all the countries which he visited he was able to get into touch with the most representative employers' and workers' organisations. He received a warm welcome in all the capitals. Finally, his visits enabled him to consider on the spot, with the authorities concerned, the position of each of the countries with regard to the Conventions adopted by the International Labour Conference, and to examine with them the possibilities of further ratifications.

Denmark. — Denmark has ratified six Conventions. Two kinds of difficulties in the way of further ratifications are encountered. In the first place, the economic situation gives rise to anxiety. This is generally stated to be a result of the efforts which were made to restore the value of the currency rapidly. In the second place, public opinion feels a certain apprehension with regard to some of the Conventions.

In connection with the latter point, the Director encountered a question which is attracting much attention in all the Scandinavian countries : that of the opposition of women to special protection. They consider that the Conventions which aim at establishing a special regime for women, especially in regard to night work, are inconsistent with the watchword "equality first". They say that they are placed in an inferior economic position by special protection. The Director defended the principles of the Washington Convention, not without success. The opposition, however, remains strong.

The Government is anxious to make it quite clear that it is willing to co-operate. It is prepared to support the ratification of some of the agricultural and maritime Conventions in Parliament.

The Director was very cordially received by the Danish workers' organisations. His meeting with the employers' organisation, which showed not only the most perfect courtesy but sincere confidence and cordiality, gave an opportunity for a frank and full discussion on the eight-hour day.

Norway. — Norway had ratified only two Conventions at the time of the Director's visit, but two further Conventions have since been ratified. A report adopted in May last raises objections to a considerable number of other Conventions. Mr. Albert Thomas tried to answer these objections, and the Prime Minister was good enough to agree that the Director should send him all observations suggested by the report. The Norwegian Government is also considering the drafting of a new Bill with a view to the ratification of the Convention on Equality of Treatment as regards Workmen's Compensation for Accidents.

Thus, although it is generally agreed that the economic position is difficult, for the same reason as in Denmark, some immediate progress may be hoped for.

The employers' organisations received the Director cordially. With the shipowners' organisation Mr. Albert Thomas discussed questions connected with the enforcement of the 1926 Conventions and the preparation of the 1929 Conference.

The Director was able to get into touch with most of the members of the Executive Committee of the Trade Union Federation. As is well known, this Federation declined to nominate to the Government a workers' delegate for the International Labour Conference. It would appear that, as a result of the Director's interviews, there is an increasing probability of the return of the Norwegian workers' organisation to our Conference in the near future. In November a conference will take a decision on affiliation to the International Federation of Trade Unions of Amsterdam and on participation in the work of the International Labour Organisation.

Sweden. — Sweden has always co-operated actively with the International Labour Organisation. It has ratified 11 Conventions. It may be hoped that early ratification may take place of the Conventions on the Minimum Age for the Admission of Children to Industrial Employment, Maternity, the Employment of Young Persons, and Compensation for Industrial Diseases.

As a result of a recent decision, the Government has re-established the Permanent Committee for International Co-operation on Labour Legislation. This Committee is especially responsible for considering all questions relating to the International Labour Organisation. Mr. Albert Thomas was able to attend the first meeting as the Swedish Government showed the delicate attention of making the first meeting of the Committee coincide with his visit.

The Director was received in the magnificent building of the powerful Swedish Workers' Organisation, whose loyal co-operation in the work of the Conference and the Governing Body is well known. He was equally cordially received by the Employers' Organisation.

At Stockholm Mr. Albert Thomas represented the Office at the Congress of the International Co-operative Alliance. This organisation has always kept in close touch with the Co-operative Service of the Office and has always shown a deep interest in the work of the Organisation.

In addition to the usual official visits, the Director visited a large State tobacco factory, which might be taken as a model as regards health and safety conditions and the welfare of the workers. He also had a glimpse of the work done by the City of Stockholm to provide healthy houses at low rents.

Finland. — Finland had ratified 7 Conventions and, consequent on the visit of Mr. Albert Thomas, it has sent two further ratifications to Geneva : the Convention on Workmen's Compensation for Industrial Diseases and the Convention on Equality of Treatment.

For the Eight-Hour Convention, a Bill for ratification announced by the Government in its Ministerial Declaration will perhaps be submitted this autumn. Already real progress has been made.

In the case of the night work of women, however, the same psychological difficulties are encountered as in the other Scandinavian countries.

It also seems possible to hope for the ratification of the Conventions concerning Seamen's Articles of Agreement, the Repatriation of Seamen, White Lead, and the Minimun Age for the Admission of Children to Employment in Industry. In addition, in conformity with the Convention of 1927, a Bill concerning Compulsory Sickness Insurance in Industry will probably be submitted to Parliament shortly. It will thus be seen that the Finnish Government is making a great effort to develop social legislation.

Mr. Albert Thomas visited the employers' organisation. He was also received at the headquarters of the workers' confederation, the position of which is somewhat similar to that in Norway. He had a discussion with the Secretary and a certain number of the members of the executive committee. Perhaps he succeeded in removing some misconceptions and suspicions. Collaboration in research work and an exchange of information would no doubt complete what has thus been begun.

Estonia. — Estonia has ratified all the Conventions of the first three Conferences except that on Maternity and that on the Eight-Hour Day. A Bill for the conditional ratification of the Hours Convention has been drafted. The 1925 Conventions have also been submitted to Parliament. The Director received the assurance of the Minister of Social Affairs that the effort of recent years would be continued as before.

Owing to circumstances, the workers' organisations in Estonia no longer exercise so great an influence as previously. Some months ago the Central Organisation sent to the International Labour Office a memorandum in which it formulated various complaints with regard to wages, housing conditions, and freedom of association. These complaints were repeated to the Director during his visit and he was able to discuss them on the spot.

Mr. Albert Thomas also had an interview with the employers' organisation. The economic situation continues to be difficult for Estonian industries, deprived of the immense Russian market for which they were created.

The Government gave the Director some idea of the agrarian reforms and enabled him to visit some smallholdings.

Latvia. — Latvia has ratified 10 Conventions. All the others, without exception, have been submitted to Parliament. The present Government is eager to make fresh progress in this field and to render still closer the bonds which unite it to the International Labour Office.

Once more, however, the Director was obliged, in a public lecture, to urge on the workers' organisations themselves the necessity of ratifying the Convention concerning the Night Work of Women.

The workers' organisations are strong and active. Their representatives are at present in power. They are anxious to make fresh progress, proud of their mutual benefit societies, particularly the sickness benefit society, and their children's home, which the Director visited.

Mr. Albert Thomas also met the representatives of the two employers' organisations, one consisting principally of small manufacturers and one of the great Riga firms. In their view, economic difficulties have slightly diminished.

The Latvian Government let Mr. Albert Thomas see some of the tangible results of agrarian reform in Ielgava (Mitau).

Lithuania. — Lithuania has not taken so much interest in international labour legislation as the other Baltic States. Some time ago, when it became a member of the Organisation, nine Bills were submitted to Parliament for the ratification of the Washington and Genoa Conventions. The Bills have now become obsolete, and no other Convention has been submitted to Parliament since that time.

The Director discussed the situation with the Head of the Government. The Director drew attention to the general principles of the Treaty of Peace and the few important humanitarian measures which all countries, even the poorest and those whose economic position is the most difficult, are endeavouring to carry out. It was agreed that closer relations with the Office should be established.

The Director was very cordially received by the representatives of the Chamber of Commerce and the Manufacturers' Association. He was also cordially received by the workers' organisations, who discussed with him conditions of work as well as their present difficulties as trade unions.

Before leaving Lithuania, the Director got into touch with the workers of the countryside, where an important measure of agrarian reform has, as in the other Baltic States, produced interesting results.

To sum up, it would seem to result from the impressions of this rapid but long journey that, if changes in the internal political situation play a considerable rôle in the progress of ratification, international labour legislation has to-day so great an importance that it forms an integral part of the life of the States, and that no Government can fail to give attention to the work that has been undertaken. In any case, the visits that Mr. Albert Thomas has made to Scandinavia and the Baltic States will have had the happiest influence on the relations of the Organisation with peoples whose high standard of civilisation and humanity renders their collaboration in the work of the Office particularly valuable.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

No. 12. December 1927.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body, at its Berlin Session (October 1927), fixed 30 May 1928 as the date of the opening of the Eleventh Session of the International Labour Conference, which will be held, as in previous years, at Geneva.

The Agenda of this Session of the Conference will consist of the two following items :

I. *Minimum wage-fixing machinery* (final discussion);

II. *Prevention of industrial accidents, including accidents due to coupling on railways* (first discussion).

The question of *minimum wage-fixing machinery* passed through the first stage of the double-discussion procedure at the Tenth Session of the Conference. This Session, in accordance with paragraph 5 of Article 6 of the Standing Orders of the Conference, adopted a Questionnaire on the subject for communication to the Governments, and decided to place the question on the Agenda of the 1928 Session for completion of the second stage of the procedure, i.e. for a final discussion and decision by way of a Draft Convention or Recommendation.

The question of the *prevention of industrial accidents*, on the other hand, appears on the Agenda of the Conference for the first time, and will therefore be the subject of a first discussion.

PREPARATION OF THE AGENDA

For facilitating the discussion of the Conference on the two items on its Agenda, the International Labour Office is required under Article 6 of the Standing Orders of the Conference to carry out certain preparatory work.

As regards the first item of the Agenda the Office duly submitted to Governments the Questionnaire on minimum wage-fixing machinery adopted by the Tenth Session of the Conference. The object of the Questionnaire is, in the usual way, to elicit the views of the Governments as to the different points on which the Conference in 1928 should adopt final decisions and as to the form (Draft Convention or Recommendation) which those decisions should take. On the basis of the replies received from the Governments the Office will proceed to draw up the usual Blue

Report, which will contain advance proposals for a Draft Convention or Recommendation which may serve as a basis for discussion at the Conference.

On the second item on the Agenda, the Office has prepared for communication to the Governments a preliminary Report (Grey Report) setting out the law and practice on the subject of accident prevention in the different countries and containing draft Questionnaires which may serve as a possible basis for discussion at the Conference. Before it was put into final form, however, the Office, in view of the specially technical nature of the subject, consulted the Safety Sub-Committee of its Correspondence Committee on Industrial Hygiene and Safety on the points which might be dealt with in the draft Questionnaires.

Election of the Governing Body

Besides dealing with the two items on its Agenda, the 1928 Session of the Conference will have to proceed to the election of the Governing Body in accordance with the procedure laid down in Article 20 of the Standing Orders. The last election took place at the Seventh Session of the Conference in 1925.

In this connection reference may be made to the amendment to Article 393 of the Treaty, which was adopted at the Fourth Session of the Conference and which provides for an increase in the number of members of the Governing Body. Now, as was pointed out in the Director's Report to this year's Session, a considerable number of ratifications is still required under Article 422 of the Treaty to bring the amendment into operation for the elections of 1928. It is therefore important that those Members which have not yet deposited their ratifications, and which desire that the amendment should be in force in 1928 and that its operation should not be postponed to the following elections in 1931, should communicate their ratifications to the Secretary-General of the League of Nations as early as possible and in any case before the opening of the Conference in 1928.

THE RATIFICATION OF DRAFT CONVENTIONS

On 30 November the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 248.

At the same date, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League, was 29.

Four new ratifications have been registered during the month of November : the Convention concerning workmen's compensation for occupational diseases has been ratified by India, the Irish Free State, and Switzerland; the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents has been ratified by India.

SUB-COMMITTEE ON INDUSTRIAL SAFETY

The International Labour Office has completed, as stated above, the preparation of the Report intended to serve as a basis for the discussions of the next International Labour Conference on the question of the prevention of accidents. Before establishing the final text of its Report, the Office submitted it to the experts of the Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene.

The Sub-Committee was established in accordance with a decision taken by the Governing Body of the Office in January 1925. It is composed of experts on industrial safety, in particular factory inspectors, directors of accident insurance bodies, and directors of employers' associations for accident prevention. It met at Geneva from 3 to 5 November 1927.

In welcoming the members of the Committee, Mr. Albert Thomas, Director of the International Labour Office, referred to the conditions under which they were invited to express their opinion on the preliminary draft Report prepared by the Office on the question of accident prevention. He emphasised the great importance of this problem, the solution of which called for loyal efforts on the part of all persons interested in human solidarity and the protection of the workers. "The massacre of human life on the field of labour", Mr. Albert Thomas concluded, "is no less cruel than massacre in time of war. The League of Nations is engaged in the maintenance of peace in order to prevent the hecatombs of battle. It is our duty to work with all our might and with all our intelligence to secure the realisation of peace and happiness in the field of labour".

Sir Gerald Bellhouse was unanimously elected Chairman. The preliminary draft Report prepared by the Office on the problem of accident prevention as a whole was generally approved by the Sub-Committee, which, however, asked that certain modifications and additions should be made in the final text. In particular, the historical introduction will be preceded by a preface indicating briefly the importance of the problem of accident prevention.

Sir Gerald Bellhouse submitted a definite programme for the national and international organisation of accident prevention. He pointed out the importance of giving attention not only to the technical but to the psychological aspects of the problem, and stressed the necessity of co-operation between the parties concerned. The Sub-Committee expressed approval of this programme and suggested that the conclusion of the Report should lay greater emphasis on the importance of adequate national legislation and of an inspectorate well fitted for its work.

The Sub-Committee recognised the necessity and the desirability of an international Convention concerning the protection of workers employed in the loading and unloading of ships. The Committee was of opinion that this matter was sufficiently ripe from the technical standpoint for submission to the next International Labour Conference.

The Sub-Committee expressed the same opinion with regard to another question closely connected with the previous one, the indication of weight on heavy packages carried by water transport.

The Sub-Committee did not examine the question of weights to be carried by the workers. This question, undoubtedly important, is connected with problems of industrial hygiene and will form the Subject of an early Report of the Industrial Hygiene Service of the International Labour Office.

With regard to the question of automatic couplings on railways, the introduction of which has been demanded by workers for some time, the Sub-Committee declared unanimously that it did not possess the special competence necessary to make a pronouncement on the technical aspect of the problem.

At the Session which it held in May 1925, the Sub-Committee had decided to request some of its members to prepare monographs on certain important problems in the field of accident prevention. Two draft monographs were submitted to it in accordance with this decision, one on "Chains", by Mr. Deladrière, Director of the Belgian Industrial Association for the Prevention of Accidents, the other, on "Hydro-Extractors", by Mr. Massarelli, Director of the Italian Association of Manufacturers for the Prevention of Accidents. The Sub-Committee expressed its satisfaction with these two interesting reports.

Finally, the Sub-Committee considered how the Office could give information with regard to new inventions in the field of safety without appearing to advertise particular devices or manufacturers. The Sub-Committee was of opinion that if, in principle, it was desirable not to name in the publications of the Office the manufacturers of safety appliances, the Office should not consider itself under an obligation not to designate by their name the protective devices which it considered it useful to describe.

With regard to the programme of its future work, the Sub-Committee considered that it would be good to complete the report on "Chains" by monographs on "Hooks and Rings" and on "Cables". It recommended also that a study should be undertaken of accidents due to non-insulated electric circuits. Messrs. Delarière and Massarelli respectively stated their willingness to undertake to prepare monographs on these subjects.

THE DEPUTY-DIRECTOR'S VISIT TO SOUTH AFRICA

In response to an invitation from the Government of South Africa, Mr. H. B. Butler, C.B., Deputy Director of the International Labour Office, is at present visiting the four provinces of the Union. He is discussing with the authorities the ratification of the Conventions adopted by the International Labour Conference, and is having interviews with representatives of workers' and employers' organisations.

The primary object of Mr. Butler's visit is to disseminate in the Union more precise information as to the International Labour Organisation, the principles on which it is based, and the activities in which it engages.

THE THIRTY-SEVENTH SESSION OF THE GOVERNING BODY

ERRATUM

In the account of the thirty-seventh Session of the Governing Body held in Berlin, October 1927, which appeared in the *Monthly Summary* of November (No. 11), the passage relating to the appointment of workers' representatives on the Advisory Economic Committee of the League of Nations, should read as follows :

> The Assembly of the League of Nations had invited the International Labour Office to propose, in view of the constitution of the Advisory Economic Committee, the names of three workers' members. The Governing Body took note of the fact that the Workers' Group had nominated for this purpose Mr. Müller (Germany), Mr. Jouhaux (France), and Mr. Oudegeest (Netherlands).

ERRATA

In the *Monthly Summary*, No., 7 (July 1927),

5th line from the bottom of p. 38, read *101 votes to 0;*

4th line from bottom, *sickness* insurance instead of *social* insurance.

Monthly Summary, No. 10 (October 1927),

last paragraph but one of p. 49, last line, to the list of countries add the *Netherlands*.

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

No. 1. **January 1928.**

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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION IN 1927

The adoption of two important Conventions on sickness insurance, the noticeable improvement in the number of Conventions ratified, the consideration in a spirit of mutual examination of the reports furnished by States Members on the application of Conventions ratified by them, the collaboration with the International Economic Conference, the establishment of closer relations with distant countries, a detailed study of conditions of native labour, a methodical effort to solve intellectual workers' and salaried employees' problems, the constant development of its scientific work; such are the most characteristic features of the work of the International Labour Organisation during the past year.

The number of States Members has shown no change in 1927. It remains at 55. Spain and Brazil, have continued to collaborate actively in the work of the International Labour Organisation.

Two long journeys of the Director have contributed to render closer the relations between the Organisation and several European countries. The first of these journeys took place in the spring, to Austria, Hungary, the Kingdom of the Serbs, Croats and Slovenes and Greece; the other in the summer to the Scandinavian and Baltic countries : Denmark, Norway, Sweden, Finland, Estonia, Latvia and Lithuania. The visits of the Director enabled him to consider on the spot, with the authorities concerned, the position in each of the countries with regard to the Conventions adopted by the International Labour Conference and to examine with them the possibilities of further ratifications.

The Director also saw the most representative organisations of employers and workers. He was warmly welcomed everywhere.

The session of the Governing Body in October, held in Berlin on the invitation of the German Government, provided an opportunity for Germany to manifest its deep interest in the work of the Organisation.

Specially noteworthy is the effort which has been made to intensify relations with the more remote Member States of the Organisation. In this connection mention may be made of the decision to establish a Correspondent's Office in Delhi, the visit of the Deputy Director to South Africa, and visits of other members of the Staff to Canada, Australia and China. Correspondence between various States in Latin America and the Office has been further developed.

In its relations with States not members of the Organisation the Office, realising more and more fully the duty of seeking to bring all States into the League of Nations, has followed a conciliatory policy with a view to showing to these States the usefulness to them of collaborating in the work of the Organisation. The exchange of information, particularly with Russia and the United States, has been still further intensified.

During the year 1927 the relations of the Organisation with workers'and employers' organisations have continued to develop.

The employers have shown continued readiness to co-operate in the work of the Organisation. In the Conference and Governing Body their collaboration has not failed. The International Organisation of Industrial Employers made a point of inviting the Chairman of the Governing Body and the Director to attend the opening sitting of their Congress. The various national central employers'organisations, although not in some cases abstaining from criticism, have not dissociated themselves from the objects of the Organisation.

The workers' organisations have continued to give the fullest support to the Organisation. The International Federation of Trade Unions at its Congress in Paris reiterated its continued confidence in the work of the Organisation, and its affiliated national organisations and international secretariats continue to display the same attitude. The other tendencies represented in the International Labour Conference have also continued to show confidence in the International Labour Organisation and to claim the ratification of the international labour Conventions.

Specially noteworthy is the increasing tendency of the great organisations of salaried employees to turn to the Office for the examination of questions of interest to them. Intimate relations have been maintained between the Office and the international and national organisations of salaried employees of various tendencies, and consideration has been given to the problem of placing a question of concern to them on the agenda of a future Conference. Important studies on aspects of conditions of work of salaried employees have also been undertaken.

The intellectual workers repose high hopes in the Advisory Committee on Intellectual Workers, the establishment of which has been decided upon by the Governing Body. The Congress of the International Confederation of Intellectual Workers held in Paris expressed its confidence in the work of the Organisation on behalf of intellectual workers, and relations have been maintained between the Office and a large number of the international organisations of intellectual workers of particular professions.

The co-operative movement has continued, through the International Co-operative Alliance and the various national societies, to collaborate actively in the work of the Organisation.

Among the many other international associations which actively support the Organisation, special mention should be made of the International Association for Social Progress, and the Committee for the International Labour Organisation and Social Legislation of the International Federation of League of Nations Societies. These international organisations, together with their national associations or sections, have strongly developed their work in favour of the International Labour Organisation.

THE RATIFICATION OF CONVENTIONS

On the 1st January 1927, 215 ratifications of International Labour Conventions had been registered. On 31st December this number had risen to 248, an increase of 33. During 1926 only 29 ratifications had been registered. A comparison of these figures therefore shows a slight improvement. Recent parliamentary decisions which render new ratifications possible suggest that even more definite progress will soon be realised.

The Conventions which show the greatest number of ratifications are :

Convention concerning unemployment ratified by 21 States;

Convention concerning the night work of young persons employed in industry ratified by 18 States;

Convention fixing the minimum age for admission of children to employment at sea ratified by 18 States;

Convention concerning the rights of association and combination of agricultural workers ratified by 16 States;

Convention concerning the night work of women ratified by 16 States;

Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers ratified by 16 States.

THE APPLICATION OF CONVENTIONS

For the first time this year a new procedure has been applied for the consideration of the reports which States furnish in accordance with Article 408 of the Peace Treaty on the measures taken by them to apply the Conventions that they have ratified. These reports were examined by a Committee of experts which met on 2 May. The function of this Committee was not to praise or blame, but to verify the existence in national legislation or regulations of provisions corresponding to the provisions of the Conventions. This Committee made a report on its work, which the Governing Body subsequently submitted to the Conference.

The Governing Body, at its October session in Berlin, decided to make certain modifications in the form of reports to be furnished by Governments, with a view to obtaining more complete and detailed information on the application of Conventions. This is an indication of the gradual progress of the system of mutual examination and reciprocal guarantees desired in the Treaty.

THE TENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Tenth Session of the International Labour Conference lasted three weeks from 25 May to 16 June. It brought together the representatives of forty-three out of the fifty-five States Members of the Organisation. Spain and Brazil were represented although these States have officially given notice to withdraw from the League of Nations. The Argentine was also represented, although for some years it has not taken part in the work of the League of Nations. An observer was also present from the Turkish Government, which has not yet adhered either to the League of Nations or to the International Labour Organisation.

This session was presided over by Sir Atul Chatterjee, delegate of the Government of India. The Vice-presidents were an Italian Government delegate, the Danish Employers' delegate and the Spanish Workers' delegate. The Commissions were presided over by delegates from Greece, France, Germany, the British Empire, and the Netherlands. Among the most numerous delegations was that of Japan. The Conference bore witness to the international, if not the universal, character of the Organisation.

Three questions were on the agenda with a view to the ultimate adoption of draft convention or recommendations. These were : (1) Sickness Insurance; (2) Freedom of Association; (3) Minimum wage-fixing machinery.

Of these questions, only one — sickness insurance — was intended to lead at this session to a final vote with a view to the adoption of Conventions or Recommendations. The other two questions were simply to be submitted to a general discussion, in accordance with the so-called "double-discussion" procedure, the Conference being required at the end of the Session to decide whether these questions should be submitted to a subsequent Session for the adoption of Conventions or Recommendations. This new double-discussion procedure was applied for the first time.

In dealing with the questions of Sickness Insurance, the International Labour Organisation extended its work to a fresh branch of social insurance, with a view to developing the protection of the workers by giving them a guarantee against one of the most frequent risks that they run — inability to work, and consequently the loss of their means of existence, as a result of sickness.

The desired aim was fully attained by the Conference.

The International Labour Office had drawn up three preliminary drafts for Conventions on the basis of the consultation of Governments. The essential features of these preliminary drafts were approved by the Commission and adopted by the Conference. The Conference therefore adopted :

(1) a draft Convention concerning sickness insurance for workers in industry and commerce, and domestic servants;

(2) a draft Convention concerning sickness insurance for agricultural workers;

(3) a Recommendation concerning the general principles of sickness insurance.

Thus on a question which is of profound concern to all workers, the system of international labour legislation has been brought towards completion.

It may be noted that if maritime workers (seamen and fishermen) are not comprised in the categories of workers covered by these decisions, the reason is that their needs are to be considered at a special session of the Conference to be held in 1929, to deal with problems of works at sea.

On the question of Freedom of Association. The Conference rejected by 54 votes to 42 a proposed Draft Questionnaire concerning freedom of association and, as it was found impossible to agree on a text, it was decided by 66 votes to 28 not to place the question on the Agenda for next year.

Subsequently, in view of the difficulty experienced in this matter, the Conference unanimously invited the Governing Body to examine and submit next year proposals for the modification of the double-discussion procedure.

The Conference adopted by 80 votes to 19 a Draft Questionnaire concerning minimum wage-fixing machinery, and decided by 89 votes to 22 that this question should be placed on the Agenda for next year. This decision is of the greatest importance for the multitudes of male and female workers who are unable to assure by their collective action the defence of their interests. It is the first time that the Conference has directly dealt with a problem of wages.

In addition to these three questions, the Conference had to deal with the following matters :

The Conference adopted unanimously the findings of a Committee which had examined the annual reports of Governments on the application of ratified Conventions. The Committee, while making suggestions as to the contents and date of the reports, concluded that, although complete satisfaction with the application of Conventions could not be recorded, valuable results had been achieved.

The Conference adopted unanimously amendments to the Standing Orders relating to the election of Committees by the Government Group, to the secretariats of Committees, and to the interpretation of speeches delivered in non-official languages; also, by 82 votes to 23, an amendment concerning official translations of Conventions and Recommendations in non-official languages.

The Conference adopted unanimously Resolutions relating to old age, invalidity, etc. insurance; contracts of employment; collective disputes; education and entry into employment; and native labour problems. It adopted by 60 votes to 24 a Resolution relating to the hours of work of commercial employees. It referred to the Governing Body a Resolution relating to representation for native workers in the Conference.

The Conference, in addition to taking the decisions indicated above, included, as in previous years, a full discussion of the Report in which the Director of the International Labour Office gives an account of the work of the Organisation and the main features of the social development of the previous year.

The discussion showed both appreciation of the work of the Office and a desire to see this work develop, in particular in the direction of further study of economic problems.

The Sessions of the Governing Body

The Governing Body met as usual four times in the course of the year, the first three times at Geneva, in January, March-April and May-June. The fourth session was held in October in Berlin on the cordial invitation of the German Government. It was the first time that one of the constituent organs of the League of Nations had met in Germany. Consequently, the event created a great deal of interest.

The work of the Governing Body covered during these four sessions all aspects of the activities of the International Labour Organisation. Among the decisions taken, attention may be drawn first of all to those which concern the date and agenda of the forthcoming sessions of the Conference.

The opening of the Eleventh Session of the Conference was fixed for 30 May, 1928. The Governing Body limited the agenda of this Session to two questions :

(1) methods of fixing minimum wages, second discussion, and

(2) prevention of industrial accidents, including accidents due to coupling on railways, first discussion.

The Governing Body decided that in 1929 there should be two Conferences .

(1) a Maritime Conference, the agenda of which includes the regulation of hours of work on board ship, the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, and the promotion of seamen's welfare in ports;

(2) a general Conference, the agenda of which will be finally determined at the next session of the Governing Body, but will in any case include the question of forced labour. For the other questions to be placed on the agenda of this Conference, the Governing Body will make a choice between unemployment insurance and various questions concerning salaried employees, hours of work of salaried employees, and the termination of the contract of service of salaried employees.

Among the decisions taken by the Governing Body on other questions, special mention may be made of that which led to the establishment of the Advisory Committee on Intellectual Workers.

Intellectual Workers

The question may be asked why intellectual workers were not constitutionally associated from the start with the work of the International Labour Office. The reason is that when the peace treaties were drawn up, intellectual workers were not generally organised. Since that time, however, a change has taken place. Intellectual workers are organised nationally and internationally. These organisations have expressed the desire to find in the International Labour Organisation, assistance similar to that which it gives to other categories of workers. With a view to seeking a solution of this problem, the Governing Body adopted the principle of the establishment of an Advisory Committee on Intellectual Workers. It invited three of its members to meet with two representatives of the International Committee on Intellectual Co-operation of the League of Nations, with a view to drawing up detailed proposals for the definite constitution of this Committee. This preparatory meeting took place in Brussels in December, and it adopted a Resolution proposing that the Advisory Committee should be composed as follows :

(1) a standing Committee of five permanent members, of whom three shall be representatives of the Governing Body of the International Labour Office, and two shall be representatives of The International Committee on Intellectual Co-operation of the League of Nations;

(2) representatives of the principal organisations of intellectual workers. A list of these is to be kept by the Governing Body.

This Committee, thus constituted by its standing Committee and the representatives above mentioned, shall deal generally with questions coming within its scope.

(3) in addition, a list of experts shall be drawn up to be convened to meetings of the Committee when its agenda includes questions on which they are specialists.

The Brussels Meeting also proposed that the following questions should be placed on the agenda of the next session of the Committee :

(1) the termination of the services of journalists in the event of a change in the general policy of their newspapers;
(2) the "radius" or "competition" clause as applied to engineers and technicians leaving the service of a firm;
(3) the problem of employment facilities for theatrical artists;
(4) the rights of employee inventors and
(5) unemployment of intellectual workers.

These proposals will be submitted to the Governing Body at its next session.

Commissions and Committees

The various commissions previously set up have continued their activities during the year 1927. The Joint Maritime Commission sat from 20 to 22 January, and the Mixed Advisory Agricultural Committee on the 24 and 25 January. The Unemployment Committee held a brief meeting in June at the close of the International Labour Conference. The Committee on Native Labour met from 7 to 12 July and discussed in detail the report prepared by the Office on the question of forced labour.

As a result of the consideration of this report, revised in accordance with the recommendations of the experts, and the resolutions voted by them, the Governing Body decided to place the question of forced labour on the agenda of the 1919 Conference.

The Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene met in November to consider the report prepared by the Office on the question of the prevention of industrial accidents. This question is on the agenda of the 1928 Conference. The work of the Sub-Committee strikingly emphasised the importance of this problem, the solution of which concerns at one and the same time workers, employers and the community.

The International Labour Organisation and Economic Problems

In the course of the year the International Labour Organisation has devoted increasing attention to economic problems in their industrial and labour aspects. It has emphasised the interdependence between economic problems and labour problems, an interdependence which it has long recognised. At the Washington Conference in 1919 the workers' group raised the question of the international distribution of raw materials; in 1920 the Governing Body of the Office decided to undertake an international enquiry into production; and in 1921 the International Labour Conference discussed unemployment.

This year, the International Labour Organisation was closely associated with the International Economic Conference at every stage of its work. The International Labour Office collaborated with the Preparatory Committee, and prepared several documentary reports for the Conference; the Conference comprised a large number of persons, including the Chairman of the Governing Body, representing the Organisation directly or indirectly; several of its resolutions involve the consideration of questions within the sphere of work of the Organisation; and finally, the Economic Conference had important repercussions on the last Session of the International Labour Conference.

Finally, when the Consultative Economic Committee of the League of Nations was being constituted, it was agreed that the International Labour Office should propose for membership of this Committee three workers' members. At the October session of the Governing Body, Messrs. Müller (Germany), Jouhaux (France), and Oudegeest (Netherlands) were nominated by the Workers' Group. The Governing Body noted these nominations and the Council of the League of Nations, at its December Session, ratified this choice and appointed Messrs. Müller, Jouhaux and Oudegeest as members of the Consultative Economic Committee.

The general problem of the relations between the International Labour Organisation and the Economic Organisation of the League of Nations will come before the next session of the Governing Body.

In this connection reference should also be made to the collaboration of the International Labour Office in the establishment and activities of the International Management Institute. This Institute was established at the beginning of the year through the co-operation of the International Labour Office with the Twentieth Century Fund of Boston and the International Committee on Scientific Management. Its broad purpose is to collect and distribute information relating to scientific management, to study its problems, and to bring into touch all persons or institutions interested in the rational organisation of production.

It may be added that the International Labour Office, in taking part in the creation of this new institution, is complying with the Resolution adopted by the Eight Session of the International Labour Conference to the effect that it should devote special attention to questions of the scientific organisation of industry, "in view of the fact that these questions are of increasing social interest."

FINDING EMPLOYMENT FOR REFUGEES

The International Labour Office has assured in 1927 the employment and the establishment of several thousands of refugees. The final statistics for the year are not yet available but the following figures relating to the first nine months indicate the importance of the results obtained. From January to October 3,600 refugees, not including Armenians established in Syria, have been placed in employment, 2,600 in Europe, 200 in North America, 300 in South America and 500 in other continents. In 1927 the Office began to collaborate effectively in the work of the establishment of Armenian refugees in Syria; 5,000 refugees have been placed in employment there. The question of the establishment of Russian refugees in South America has made considerable progress. After a detailed study of the problem, arrangements have been made for the transfer of Russian settlers, beginning in 1928, to Bolivia, the Argentine, Paraguay and Peru. Negotiations have been carried on with the French Government for placing in employment Russian refugees in agriculture as "métayers" or farmers.

Repeated intervention with the Turkish Government has secured the result that it has adjourned the execution of the general Decree for the expulsion of Russian refugees on condition that the Office evacuates half of those who remain, about 1,500, before 6 February, 1928. In China the representative of the International Labour Office has continued to evacuate Russian refugees whose position has grown worse as a result of political circumstances and has been brought to the notice of the *corps diplomatique* at Pekin.

It may also be mentioned that a governmental Conference convened by Dr. Nansen, the High Commissioner of the League of Nations for Refugees, met on 15 June at the International Labour Office, to consider a certain number of offers received by the Refugee service of the Office for the establishment of Russian and Armenian refugees in South America. On the 7 September, the Advisory Committee of the High Commissioner met, with M. Albert Thomas in the chair. This meeting, which was attended by representatives of twenty-four private organisations, gave an opportunity to these representatives to express their wishes with regard to the work undertaken on behalf of the refugees by the International Labour Office and Dr. Nansen.

THE SCIENTIFIC WORK OF THE INTERNATIONAL LABOUR OFFICE

With a view to providing the necessary scientific basis for its legislative work, the International Labour Office has continued to develop during 1927 its work on information and research.

The number of new accessions to its library was 24,000 compared with 13,000 in 1924; 14,000 in 1925 and 20,000 in 1926.

Its Document Service receives 3,000 newspapers and periodicals, 1,000 of which are systematically scrutinised. More than 3,000 index slips per month are prepared as a result of this scrutiny.

The information brought together by the Library, the Document Service, the National Correspondents and other means constitutes the raw material utilised by the research staff. It is difficult to give a clear idea of the mass of work accomplished by these services in the last twelve months. Only a few indications are possible.

The Office does not confine itself to keeping up to date its information on legislation in force in various countries by the publication of its legislative series in three languages, English, French and German, its International Survey of Legal Decisions on Labour Law, and the completion of its collection of collective agreements. It is preparing a survey of labour legislation in Latin-America; and it is carrying out the publication in the final form of its important report on freedom of association. The first volume has appeared; four others, which will contain national monographs, are in the press.

Two volumes on compulsory sickness insurance and voluntary sickness insurance will soon be issued. The Office has commenced and is actively pressing forward a report on social charges in the principal industrial countries of Europe. The enquiry on conditions of work in coal mines, which has met with so many difficulties, is now completed. The periodical enquiry on the standard of real wages of certain categories of workers has been continued and also the preparation of information on minimum wages, and on accident prevention with a view to the 1928 Conference.

With regard to hours of work, in addition to a report on holidays with pay and a comparative statement on legislation prepared for its Eight-Hour Committee, the Office has completed reports on hours of work of salaried employees and the system of hours of opening and closing of shops. It is preparing a study on the hours of work of railwaymen and another on the hours of work of motor-car drivers.

Reports have been prepared on legislation with regard to women's work before and after childbirth and on the work of children in cinema studios. A new and largely augmented edition of the Report on Housing in Europe is in preparation. Another report suggested by the International Municipal Federation has appeared. It deals specially with the methods adopted in housing statistics.

Reports are also in preparation on methods of vocational guidance in industry, commerce and agriculture, and the part played by the doctor in vocational guidance. Further studies are in preparation on the training or vocational rehabilitation of cripples and backward or abnormal persons.

On economic questions in their social aspects, reference may be made to the reports prepared for the Economic Conference on variations and inequalities in the standard of living of workers in the different countries, on scientific management in Europe, on the relation of labour costs to total costs of production in agriculture, on the part played by the co-operative organisations in the international trade in wheat, dairy produce and some other agricultural products and on the statistics and regulation of international migration.

Mention may also be made of the reports on labour disputes, conciliation and arbitration in various countries, the relations between unemployment and the general movement of prices, migration statistics, the history of migration movements, the regulation of migration, legislation with regard to migration of the yellow race, the covering of professional and labour risks of the staff of aviation undertakings, the industrial diseases of cinema artists and technicians, the rights of employee inventors, the determination of industrial diseases, industry by industry, industrial accident statistics, etc.

The finally revised results of the enquiry on the conditions of life and work of journalists will be published at an early date.

In the field of agriculture, in addition to the memoranda prepared for the Economic Conference, reports are in preparation on the distribution of agricultural work during the different seasons of the year, on the representation and organisation of agricultural workers, on scientific management in agriculture, on the legal nature of the contract of employment in agriculture, on vocational guidance in agriculture, etc.

The preparation for the Maritime Conference of 1929 has rendered necessary research on the regulation of hours of work on board ship, and on the promotion of seamen's welfare in ports. The International Labour Office is also continuing a general enquiry on conditions of work in the fishing industry, articles of agreement of seamen, in particular fishermen, and conditions in fishing for sponges, pearls, coral and other submarine products. It has published a collection of legislation on work at sea and it is commencing a study of systems of protection of seamen in case of sickness or accident. At the request of the League of Nations it has undertaken an enquiry on conditions of work in inland navigation.

In the field of native labour, forced labour has formed the subject of a voluminous report, and contract labour is being studied. The Asiatic enquiry is making methodical progress.

The service of the Office which deals specially with labour in Russia, has produced a volume on the trade union movement in Soviet Russia. A second volume on co-operation in Russia is nearing completion, and also a study on social insurance in Soviet Russia.

Wide interest has been aroused in various quarters in the report of Mr. Butler, Deputy-Director of the Office, on industrial relations in the United States, and in the report of M. Devinat on scientific management in Europe.

In addition to these special reports, the Office has regularly published its periodical publications — the *Official Bulletin, the Industrial and Labour Information, the International Labour Review, the Monthly Record of Migration, the Industrial Safety Survey, the Bibliography of Industrial Hygiene, the Encyclopaedia of Industrial Hygiene*, etc.

To sum up, the work accomplished by the International Labour Organisation in 1927 in all the various fields of its activity, indicates a new effort to assure in the various countries of the world a deeper knowledge and a more complete application of the principles of social justice and human progress proclaimed in its Charter, Part XIII of the Peace Treaty.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

No. 2. February 1928.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF DRAFT CONVENTIONS

On 31 January 1928, the total number of ratifications of Draft Conventions registered with the Secretary General of the League of Nations was 255.

At the same date the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary General, was 33.

Seven new ratifications were registered during January.

Hungary has ratified the Convention concerning the use of white lead in painting. The instrument of ratification of this Convention indicates that the Convention will not be put into force by Hungary until France, Germany and Great Britain have ratified it. This Convention was adopted by the International Labour Conference at its Third Session, Geneva, 1921. It had previously been ratified by 13 States, including France.

France has ratified the Convention for establishing facilities for finding employment for seamen, adopted by the Conference at its Third Session at Genoa ,1920, and the Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers, which was adopted by the International Labour Conference at its Third Session, Geneva, 1921. The first of these Conventions had previously been ratified by 13 States, and the second by 16.

Austria and India have ratified the Draft Convention concerning the simplification of the inspection of emigrants on board ship. This Convention was adopted by the International Labour Conference at its Eighth Session, Geneva, 1926. It had previously been ratified by the Netherlands unconditionally, and by Great Britain conditionally.

Germany has ratified the Draft Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and also the Draft Convention concerning sickness insurance for agricultural workers. These two Draft Conventions were adopted by the International Labour Conference at its last Session on 15 June 1927.

Each Member of the Organisation which ratifies the former of these Draft Conventions undertakes to set up a system of compulsory sickness insurance for manual and non-manual workers, including apprentices, employed by industrial undertakings and commercial undertakings, out-workers, and domestic servants.

Each Member which ratifies the second Convention undertakes to set up a system of compulsory sickness insurance for agricultural workers, manual and non-manual, including apprentices.

Each State which ratifies the two Draft Conventions therefore undertakes, in fact, to cover against the risk of sickness by compulsory insurance all wage-earning workers of all categories, with the exception of seamen and fishermen. The situation of these workers will be examined at a later Session of the Conference to deal specially with questions of work at sea.

The Hungarian Parliament has authorised the ratification of the Draft Convention concerning sickness insurance for workers in industry and commerce and domestic servants.

The Governments of Latvia and Luxemburg have already recommended to their respective Parliaments the ratification of these two Draft Conventions.

THE VISIT OF THE DEPUTY DIRECTOR TO SOUTH AFRICA

Mr. H. B. Butler, Deputy Director of the International Labour Office, has returned from his two months' journey in South Africa, where he was the guest of the Union Government.

His journey was arranged by the Department of Labour so as to enable him to explain the work of the International Labour Organisation to the associations of employers and workers, and also to the general public, in Cape Town, Pretoria, Johannesburg, Bloemfontein, Durban and Port Elizabeth. In addition, he visited the native territories and was able to obtain on the spot the views of the associations of the workers, both white and coloured, on labour problems in these areas.

Thanks to the courtesy of the Chamber of Mines, Mr. Butler was able to see their conditions of work in the gold mines, the measures taken for recruitment, and the medical care given to the natives employed on the Rand. He was also able to study the organisation established by the Government and the Chamber of Mines to deal with miner's phthisis.

After completing his journey in the Union, Mr. Butler paid a short visit to Southern Rhodesia on the invitation of the Governor. He was also able to study there the conditions of labour which, in certain respects, differ from those in the Union. He also saw the interesting schemes of the Government for the technical and agricultural training of the natives.

Mr. Butler found, everywhere he went, in the press and among the public alike, a very keen interest in the work of the International Labour Organisation, particularly with regard to the discussion of the question of forced labour by the 1929 Conference. Although forced labour does not exist either in the Union of South Africa or in Southern Rhodesia, it is recognised that the 1929 Conference, coming after the adoption of the Slavery Convention by the Assembly of the League of Nations in 1926, will constitute an important new stage in the evolution of the problem of native labour. Both Governments devote increasing attention to this problem which, in view of the competition between the various territories in South Africa, is not devoid of international aspects.

AMERICAN PHILANTHROPIC INSTITUTIONS AND RUSSIAN REFUGEES IN TURKEY

The International Labour has been notified that certain American philanthropic institutions, including the American Red Cross, the Laura Spellmann Rockefeller Memorial, and the Russian Refugee Relief Society of America, have subscribed 100,000 dollars towards the cost of removing Russian refugees from Constantinople.

The number of these refugees, of whom there were as many as 90,000 in 1921, has gradually dwindled until at the present time there remain only 2,879 Russian immigrants in Turkey, of whom 1,555 are men, 956 women, and 368 children. Last year these refugees were ordered by the Government to leave the country before August 1927. As a result of the intervention of the International Labour Office, it was agreed that their expulsion should be postponed, conditionally on the Office undertaking that all the Russian refugees who remained in Turkey should have left the country within a short fixed period.

In point of fact, the Office has been able to find employment in other countries for a number of refugees within the last few weeks. The sums generously placed at its disposal by the American relief organisations will help the prompt achievement of this humanitarian effort.

THE INTERNATIONAL LABOUR OFFICE AS A CLEARING HOUSE OF INFORMATION

The importance of the Office as a clearing house of information continues to increase. This is indicated by the number of requests for information dealt with by the various Departments of the Office. In 1922, the total number of requests for information received during the year did not exceed 180. In 1927, these requests reached the number of 920, compared with 800 in 1926, without counting those received and answered directly by the national correspondents of the Office. If the requests received are classified in accordance with their subject-matter and the category of the correspondents from which they are received, the following table results :

Subjects	Governments	Employers' organisations	Workers' organisations	Miscellaneous organisations individuals
Conditions of work, hours, wages, copartnership and profit-sharing, arbitration and conciliation.	29	17	54	87
Health and safety.	25	6	19	60
Miscellaneous : addresses, biblographies, statistics, economic situation, production, consumption, economic barometers, taxation, demographic questions .	8	3	27	59
The International Labour Organisation, Conferences, Ratifications.	11		8	76
Social insurance, disabled men.	13	2	11	54
Labour legislation..	14	1	17	43
Employment and unemployment.	10	1	5	27
Apprenticeship and vocational guidance .	8		0	25
Employers' and workers' organisations . .	3	2	10	18
Co-operation.	4		3	32
Family budgets, cost of living, housing . .	4	2	5	22
Agriculture.	7	1	2	17
Migration.	4	1	2	13
Maritime labour.	5		4	9
Intellectual workers.			3	5
Native workers.	1			6

It must not be supposed that the requests for information indicated in this table have been satisfied by a simple letter. The table includes, as single units, requests from Governments which have required, on the part of the departments of the Office and its national correspondents, long and minute enquiries and the despatch of much original information. Many Government departments, when they are preparing draft legislation, apply to the Office to obtain detailed information on the measures existing in the legislation of other States. The mass of labour involved in such collections of information must be pictured in order to realise the work done in this field by the International Labour Office.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important Studies and Reports. Special mention may be made of the following:

"COMPULSORY SICKNESS INSURANCE"

In preparation for the Tenth (1927) Session of the International Labour Conference, at which Draft Conventions and a Recommendation relating to sickness insurance were adopted, the International Labour Office compiled a Report on the subject, which has now been published under the above title (1). Its original purpose was to provide delegates with accurate information as to the present state of legislation in different countries, so as to enable them to appreciate the effort required in each country in order to bring legislation into harmony with the Draft Conventions, to decide whether such an effort could be made and to adapt the texts of the Draft Conventions and Recommendation to the possibilities of the great majority of countries.

The Report consists of six parts, dealing with the fundamental aspects of compulsory sickness insurance : scope; benefits; resources and financial administration; institutions and managing bodies; disputes, jurisdiction, infringements and penalties; and the position of foreign workers.

The same method has been followed throughout. The problem is first analysed; then the various possible solutions are described and national legislation classified according to the solutions adopted; finally, an analysis of national legislation and its results is given.

The use of this method has made it possible to give both a general survey showing the place of the various systems in the movement of ideas and the development of institutions, and at the same time to describe the legislation of each country in sufficient detail to preserve its peculiarites. The work contains neither a complete body of social theory nor a complete reproduction of the legislation of each country, but a systematic summary of the ideas which have led to positive solutions and an analysis of the essential features of the system of each country.

In order to show the results of various systems, an effort has been made to compile statistics for a fairly long period; wherever possible, data have been given from a normal pre-war year, preferably 1913, to 1925 inclusive. The national statistics, which are compiled on the basis of legislation in force, differ widely in method from each other. While no attempt has been made to render them strictly comparable, they have been presented systematically by classification and comparison on points of the greatest international interest.

Each part of the volume is supplemented by a comparative international table of texts and statistics, showing the most important provisions of national legislation and giving at a glance the essential features of its development.

At the end of volume is a list of 350 laws and regulations and 220 reports of various kinds written in some 15 languages, which were used in the compilation of the Report.

"INTERNATIONAL SURVEY OF LEGAL DECISIONS ON LABOUR LAW"

The second volume of the *International Survey of Legal Decisions on Labour Law* recently appeared (2).

In this volume a number of valuable suggestions made by distinguished jurists have been incorporated. It contains decisions given in 1926, and comprises a larger number of decisions than the previous volume. It also contains the opinions expressed by the Permanent Court of International Justice relating to the international regulation of conditions of labour. A detailed index is added to facilitate consultation of the work. In the next volume of the *Survey* it is hoped to extend its scope, which is at present confined to France, Germany, Great Britain and Italy, to the United States.

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(1) *Studies and Reports*, Series M, No. 6. Price : 12s.; $3.00.

(2) Price : 8s.; $2.00.

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MONTHLY SUMMARY

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THE RATIFICATION OF CONVENTIONS

On 29 February 1928, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 256.

At the same time the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General, was 35.

The International Labour Office was informed during the month of the formal ratification by Belgium of the International Convention concerning the Simplification of the Inspection of Emigrants on Board Ship.

THE THIRTY-EIGHTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Thirty-Eighth Session at Geneva from 1 to 4 February 1928, under the chairmanship of Mr. Arthur Fontaine.

Sir James Lithgow, British employers' representative, having resigned, the employers' group had appointed Mr. Forbes Watson to take his place. The German Government had announced that, in consequence of internal rearrangements in the German Ministry of Labour, the place of its representative, Mr. Feig, would be taken as from the Thirty-Ninth Session by Mr. Weigert.

In announcing these changes, the Chairman expressed the regret which the Governing Body felt at the decision of Sir James Lithgow and the departure of Mr. Feig. He paid a tribute to the personal qualities of both these members, and said how much their collaboration had been appreciated by their colleagues. He extended a welcome to their successors, Mr. Forbes Watson and Mr. Weigert. Representatives of the three groups on the Governing Body associated themselves with the remarks of the Chairman.

THE DIRECTOR'S REPORT

The Governing Body, passing to the discussion of the Report which the Director submits at each Session on the work of the International Labour Office, noted with satisfaction the progress made in the ratification of Conventions. The number of ratifications officially registered amounted to 255 on 31 January, and there was ground to hope that the increase in ratifications would continue to improve up to the next Session of the

Conference. The Director drew attention to the delicate situation which might be created by an extension of the practice of conditional ratification.

On behalf of the Workers' Group, Mr. Poulton emphasised the danger of this policy of conditional ratification which, if it became general, would lead Governments to wait for each other to take action and would thus impede ratifications. He expressed the hope that the movement in favour of ratification to which the Director had drawn attention would soon become more pronounced, and he expressed his personal disappointment that Great Britain had not yet ratified the Hours Convention. "If industrial peace is desired", he added "the best way of obtaining it would be to secure the application of the Washington Convention."

The question of the eight-hour day, thus introduced during the discussion of the Director's Report, was to become the subject of a special debate which, because of its importance, was soon seen to be the dominant event of the Session.

THE EIGHT-HOUR DAY AND THE PROCEDURE FOR THE REVISION OF CONVENTIONS

Mr. Betterton, Parliamentary Secretary to the British Ministry of Labour, having to reply to Mr. Poulton on the attitude of the British Government to the ratification of the Washington Convention, asked to deal with this question at the same time as the question, on the agenda of the Session, of the procedure to be followed in connection with proposals for the possible revision of Conventions.

In the name of the Workers' Group, Mr. Jouhaux stated that there was no connection between the question of the eight-hour day and the general question of the procedure for the revision of Conventions. But having made this reserve on the question of principle, he did not raise any objection to Mr. Betterton's proposal to make a statement.

In these circumstances, the Chairman opened the discussion of the Report prepared by the Office on the general problem of the possible revision of Conventions. This problem exists for all the Conventions adopted by the International Labour Conference, because they all include a clause providing for the submission by the Governing Body to the Conference of a Report on the application of the Convention, and the decision by it whether the question of revision should be placed on the Agenda of the Conference.

To this general problem the Report of the Office proposed that a general solution should be found susceptible of application to the various special cases that may arise. It did not envisage the possibility of starting the procedure of revision for any Convention until after the general rules for this procedure had been established.

Mr. Betterton, on the other hand, on behalf of the British Government, requested the Governing Body to put in hand immediately the procedure for the revision of the Washington Convention on the Eight-Hour Day. He pointed out that the difficulties which had been encountered in securing ratifications, and which had led to the Conferences at Berne and London for the purpose of interpreting the Convention, showed that it was not generally acceptable in its present form. The question of its revision would have to be considered within the next two or three years, and the British Government therefore considered it preferable that this revision should be undertaken as soon as possible, in order that a workable Convention might be produced which would be generally accepted. Their intention was to work towards the framing of a Convention which, while adhering to the principles of the Washington Draft Convention, would be free from the difficulties encountered in that Draft. If such a Convention was obtained, they would be prepared to stand in line with other industrial States by ratifying it and putting it into operation.

In conclusion, Mr. Betterton made two definite proposals to the Governing Body :

> (1) The Governing Body should decide to place the question of the revision of the Hours Convention on the Agenda of the Ordinary Session of the Conference to be held in 1929;
>
> (2) The Office should be at once instructed to prepare a draft Report on the working of the Convention, to be submitted to the Governing Body at its next Session. After having been examined and adopted by the Governing Body, this Report would be communicated to all the States Members of the Organisation in order that they might express their opinion on the matter and submit such proposals for revision as might seem to them necessary.

Mr. Jouhaux stated that the Workers' Group was unanimous in its opposition to the point of view of Mr. Betterton. That was why he had emphasised that there could be no question of connecting the ratification of the Eight-Hour Convention with the revision of the Convention. The Workers' Group did not agree that the special problem of the Washington Convention should be substituted for the general problem of the procedure for the revision of Conventions. Mr. Jouhaux added that, as representative of the French workers, he had to express the profound disappointment occasioned by the British proposal. The French workers, he stated, had agreed that the ratification by France of the Hours Convention should be made conditionally on ratification by the British Government and by the German Government, because they were convinced that the British Government, which had called the London Conference, would not hesitate to ratify the Convention. He also emphasised that the Convention had already been ratified by a certain number of countries which were confronted by economic difficulties at least as great as those confronting the great industrial countries, in particular Great Britain. They had surmounted these difficulties in order to ratify and apply a Convention that Great Britain had contributed to draw up and to have adopted. What would now be their position if faced by the refusal of England to ratify? Mr. Jouhaux quoted official texts which he maintained there was reason for considering as successive undertakings on the part of the authorised representatives of Great Britain. He concluded by asking that the British Government should honour its signature.

Mr. Lambert-Ribot, French employers' representative, who had raised at the previous Session of the Governing Body the question of the possible revision of the Washington Hours Convention, stated that the principle of the eight-hour day could not be questioned. The only points to be considered were the adjustments required as regards the methods of application of the Convention. These adjustments should take account of an experience of nearly ten years of the working of the Convention and their adoption would be calculated to facilitate ratifications. Mr. Lambert-Ribot observed that the eight-hour question could not be left out of account, but he added that there was also the general question of the procedure for the possible revision of the various Conventions. He requested the Governing Body not to take a hasty decision on these matters and to weigh the *pros* and *cons* with care.

Mr. Mahaim, representative of the Belgian Government, expressed the anxiety which the unexpected British proposals caused him. Belgium was one of the countries which had unconditionally ratified the Washington Convention, and it would not envisage without anxiety the situation that would result from the refusal of Great Britain to ratify prior to revision. He emphasised the fact that Belgium had experienced and had overcome the difficulties advanced in support of the refusal to ratify the Convention. It would experience a sense of bitterness in seeing that others would not agree to make the same endeavours. Mr. Mahaim added that no international social legislation was possible if there were no guarantee that its provisions would not constantly be discussed afresh. If the question of possible revision was, in fact, raised in respect of all the Conventions, it would be necessary to secure that the procedure established would not throw to the ground the legislative monument set up by the Organisation.

After a discussion in which various members of the Governing Body took part, the representative of the British Government stated that he had appreciated the arguments submitted against his proposals, particularly by Mr. Mahaim, and that he did not press for an immediate decision by the Governing Body concerning the inclusion in the Agenda of the 1929 Conference of the question of the revision of the Hours Convention. While maintaining his opinion as to the advantages of revising the Convention in the very near future, and reserving the freedom of the British Government to submit again its proposal for revision to the next Session of the Governing Body, he agreed that the matter should be postponed to the next Session of the Governing Body, in agreement with the proposal of Mr. Picquenard, French Government delegate. (The texts of Mr. Picquenard's proposal are given below.)

The Director drew the following conclusions from the discussion. He emphasised the fact that the principle of the eight-hour day was not touched by the discussion which had taken place. The eight-hour day was almost universally recognised, and no State existed which could adopt a negative attitude to it. On the contrary, all Governments were seeking the possibility of securing the ratification of the Washington Convention.

In his opinion, however, the British Government's proposal was premature. It was premature because it was impossible for the International Labour Organisation to proceed to revision before having previously defined the general rules to be observed in the procedure for revision. The general rules must first be fixed, apart from preoccupation with any particular Convention. After these general rules had been determined, they could be applied to such and such particular proposals for revision. The British proposal was also premature in that it did not indicate the precise points on which modification was requested. There could be no question of a general revision which would cause the whole Convention to be discussed afresh. If revision was to be envisaged, it could only be upon particular points clearly specified. It was important that this principle should be clearly indicated in the general rules of the procedure to be followed in the possible revision of Conventions.

Before the close of the discussion, Mr. Jouhaux stated that the Workers' Group was unanimous in maintaining its attitude of absolute opposition to any revision of the Eight-

Hour Convention and to any action which might directly or indirectly lead to its revision. "Thousands of workers throughout the world", he said, "have the will to maintain in its integrity the eight-hour day. If difficulties of application exist, let us see them. We will try to assist in solving them, but without entering upon the path of revision."

Finally, the Governing Body adopted two Resolutions submitted by Mr. Picquenard, French Government delegate.

The first of these Resolutions, which was adopted by 15 votes to 6 (those of the Workers' Group), with one declared abstention (that of the representative of the Polish Government), is as follows :

> The Governing Body instructs the Standing Orders Committee to submit to it, at its next Session, a Report on the procedure to be adopted with regard to proposals for the possible revision of Conventions, taking into account the terms both of the Conventions themselves and of the constitution of the International Labour Organisation.

The second Resolution is as follows :

> The Governing Body decides to place on the Agenda of its next Session, after the consideration of the general procedure for revision, the question whether the revision of the Hours Convention, proposed by the British Government, should be placed on the Agenda of the 1929 Conference.

The words "proposed by the British Government" were introduced in the text at the request of Mr. de Michelis, representative of the Italian Government.

Mr. Arthur Fontaine pointed out that this second Resolution was simply intended to specify the order in which the questions would be considered, and left members of the Governing Body quite free to vote either for or against revision of the Hours Convention.

The second Resolution was adopted by 13 votes to 7, with 4 abstentions. The 6 members of the Workers' Group and the representative of the Norwegian Government voted against. The 4 abstentions are those of the representatives of the Governments of Belgium, Germany, Japan, and Poland.

THE AGENDA OF THE 1929 CONFERENCE

The Governing Body had various decisions to take with regard to the programme of work of the 1929 International Labour Conference. It will be remembered that the 1928 Session of the Conference will open on 30 May and that its Agenda includes two questions : (1) Methods of Fixing Minimum Wages (2nd discussion); and (2) Prevention of Industrial Accidents, including Accidents due to Coupling on Railways (1st discussion).

In 1929 the Conference will hold two Sessions : (1) a session specially devoted to questions of maritime labour (the Agenda had been previously determined; it embraces the regulation of hours of work on board ship, the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, and the promotion of seamen's welfare in ports); (2) a Session of a general character (the Governing Body in October in Berlin had decided to place on the Agenda of this General Session of 1929 the question of Forced Labour; it reserved the possibility of completing this Agenda at its following Session by adding to it either the question of Unemployment Insurance or one or two questions concerning Salaried Employees).

During the discussion on the subject, the Governing Body had to consider a proposal that no other questions should be added to the Agenda. This proposal obtained 12 votes to 12 and was not adopted. By 13 votes to 11, the Governing Body then decided to add a question to its Agenda. After a series of votes on the various questions that might be included, it chose, by 12 votes to 9, the question of Hours of Work of Salaried Employees. As some difficulties had arisen in connection with the interpretation of some of these successive votes, the Governing Body unanimously adopted the following Resolution :

> The Governing Body, considering that the drawing up of the Agenda of the Conference is one of its most important duties, and that it is essential that every possible step should be taken with a view to ensuring that its opinions in regard to every proposed item should be clearly expressed, requests the Standing Orders Committee to introduce such provisions into the Standing Orders as may be necessary to this end.

The decision of the Governing Body with regard to the question of Hours of Work of Salaried Employees is particularly interesting, because this will be the first time that the International Labour Conference will directly approach with a view to international regulation a problem concerning salaried employees. This will, therefore, constitute an initial satisfaction of the wishes expressed by this important category of workers.

The Agenda of the General Session of the 1929 Conference will therefore include the following questions : the Prevention of Industrial Accidents (final discussion); Forced Labour (first discussion); Hours of Work of Salaried Employees (first discussion). A General Report of the Director on the question of Unemployment will also be submitted to this Session.

The Governing Body decided that the Maritime Session of the Conference would follow immediately upon the General Session.

REFUGEES

For the organisation of the programme of the Refugee Service, the Governing Body adopted the recommendations of its Sub-Committee for Refugees, on the basis of which the Office will submit in April a draft budget for this work. The Governing Body decided to transform its Refugee Sub-Committee into a permanent Committee.

THE "LOTUS" INCIDENT

The Governing Body considered a request which had been made to it by the International Association of Mercantile Marine Officers, in consequence of the collision which occurred at sea between the French vessel *Lotus* and the Turkish vessel *Boz Kourt*. The request was to the effect that the Governing Body should submit to the International Maritime Conference in 1929 the question of the laying down of international rules for the penalties to be imposed and the competent courts to deal with offences of an occupational character committed at sea and the certificates of occupational capacity required for officers of the watch. The object of the proposal was not to question the decision given by the Permanent Court of International Justice, but to remedy by international provisions certain gaps in international law which had been found to exist on the occasion of the *Lotus* incident.

The Governing Body took note of the request of the Mercantile Marine Officers. The Director was invited to study the problems of competence which arise out of the request and will confer with the Secretariat of the League of Nations on the procedure to be adopted.

OFFICIAL LANGUAGES

The Governing Body referred to its Standing Orders Committee a proposal submitted by the Workers' Group to the effect that the German language should be recognised as an official language in the Governing Body and at the International Labour Conference, in view of the large number of workers who knew German.

ADVISORY LABOUR COMMITTEE FOR UPPER SILESIA

The Governing Body was called upon to appoint for a further period of three years the Chairman and two of the assessors on the Advisory Labour Committee for Upper Silesia set up by the German-Polish Convention of 16 May 1922. On the proposal of the Polish and German Governments, the Governing Body unanimously re-elected as Chairman of this Committee Mr. Albert Thomas, Director of the International Labour Office. It re-elected as German assessor Mr. Sitzler, Director in the German Ministry of Labour, and as Polish assessor Mr. Sokal, Polish Government representative on the Governing Body.

COLLABORATION OF THE OFFICE IN THE WORK OF THE COMMITTEE FOR INTERNATIONAL CO-OPERATION IN AGRICULTURE

The Governing Body accepted the invitation addressed to it by the President of the International Institute of Agriculture at Rome for the participation of the International Labour Office in the work of an international "co-operation" committee, to be entrusted with the co-ordination of the work of the various official and unofficial institutions dealing wholly or partly with agricultural questions. Under the Standing Orders of this committee, the delegate of the Office is assigned the position of vice-chairman. Mr. Arthur Fontaine, Chairman of the Governing Body and representative of the French Government, was appointed as the delegate of the Office.

The Governing Body adjourned to its next Session a certain number of questions, in aprticular the question of the relation of the Office to the economic organs of the League, the question of the meeting of a Conference of Experts on War Pensions, and the consideration of the report of the preparatory meeting held in December in Brussels with a view to the final constitution of the Advisory Committee of Intellectual Workers.

The Governing Body decided to hold its next Session in Geneva in the week 23 to 29 April 1928.

RUSSIAN AND ARMENIAN REFUGEES

At its last meeting the Governing Body of the International Labour Office decided to make its Sub-Committee on Refugees into a Permanent Committee which would meet periodically and keep the Governing Body informed as to progress made in the finding of employment for refugees. This new Committee met for the first time at Geneva on 27-28 February.

In the first place, though the Committee agreed that the finding of employment for Russian and Armenian refugees is of a temporary character and should end as soon as possible in the course of the next few years, it did not agree to accept the proposal that had been made to transfer back the Refugees Service to the League of Nations. It felt that the right course was to proceed prudently on the lines already laid down for dealing with the refugee problem, and draw up the 1929 budget in accordance with the plans approved.

The Committee adopted several recommendations dealing with the distinction that should be made between refugees in general and those who for special reasons require the assistance of the Refugees Service. In order to reach a progressive reduction in the numbers to be dealt with, refugees who obtain employment of a permanent character will be considered as no longer having any claim to help from the International Labour Office except in cases where they are affected by some general refugee problem. The Committee examined in detail the possibilities of finding employment for refugees in Bolivia, France, Peru, and Tunis. They also investigated the steps that had been taken for the settlement of Armenian refugees in Syria.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

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THE RATIFICATION OF CONVENTIONS

On 31 March 1928, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 265.

At the same time the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General, was 31.

The International Labour Office was informed in the course of the month of nine new ratifications. Denmark, Italy, and Poland have ratified the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925). France, Hungary, and the Netherlands have ratified the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921). Hungary has also ratified the Convention concerning unemployment, adopted by the International Labour Conference at its First Session (Washington, 1919), the Convention fixing the minimum age for admission of children to employment at sea, adopted by the International Labour Conference at its Second Session (Genoa, 1920), and the Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE PREPARATION OF THE 1928 SESSION OF THE CONFERENCE

In view of the Eleventh Session of the International Labour Conference, which will open in Geneva on 30 May 1928, the International Labour Office has sent to the Governments of the States Members of the Organisation reports on two questions on the Agenda : (1) Minimum Wage-Fixing Machinery, (2) the Prevention of Industrial Accidents.

The question of minimum wage-fixing machinery has already been before the Conference for first discussion in 1927. In accordance with the double-discussion procedure, the Conference, as a result of this preliminary discussion, decided to place the question on the Agenda of the 1928 Session. To carry out the second stage of the procedure, the Eleventh Session of the Conference will have to consider the question with a view to the adoption of proposals in the forms prescribed in Article 405 of the Treaty, i. e. Draft Conventions or Recommendations.

It should be noted that the subject with which the Conference is called upon to deal relates simply to the institution of machinery, or the creation of the means, whereby minimum wages can be fixed in the individual country for certain special classes of unfavourably situated workers. There is thus no question of actually fixing a minimum wage, and still less, of course, of turning the Conference into a wage-fixing body and fixing an international minimum wage. The subject before the Conference therefore touches hardly more than the fringe of the complicated question of wages, though it is big with possibilities of furthering the protection of the workers.

In the second place, the subject before the Conference, even though thus limited in scope, is none the less inherently one which carries with it the two main objects of Part XIII of the Treaty — the improvement of the working and living conditions of the workers and the diminution of unfair international competition which is founded on low labour standards. For, on the one hand, in so far as minimum wage-fixing machinery is intended to prevent the inequitable underpayment of labour, the spread of the employment of such machinery is calculated to make a considerable addition to the protection of the workers. And on the other hand, in so far as wages form an element in costs of production, the institution of machinery which keeps wages at an equitable level is calculated to reduce the possibility of such unfair competition as might result from any unduly low remuneration of labour. The Conference thus has before it in the question of minimum wage-fixing machinery an opportunity of making an important contribution towards the realisation of the special aims for which the Organisation was created.

To facilitate this task the Report which has been sent to the States Members of the Organisation furnishes the Conference with the replies of the Governments to the Questionnaire and certain draft proposals based on those replies.

The number and nature of the replies to the Questionnaire which have been received tfurnish all the evidence which is needed of the importance which the Governments attach to the question of minimum wage-fixing machinery and to an adequate international solution being found for it.

The Office observed from the replies of the Governments that the great majority were in favour of a solution of the question by means of a Draft Convention containing general principles supplemented by a Recommendation on certain methods of application. It is, therefore, submitting for the consideration of the Conference a Draft Convention concerning the creation or maintenance of minimum wage-fixing machinery in certain trades, and a Recommendation concerning the application of such machinery in these trades.

The prevention of industrial accidents will come before the Conference for first consideration under the double-discussion procedure, and the Report which has been issued is intended to prepare the ground for the preliminary discussion.

It consists of several parts, including :

(1) Legal provisions for the prevention of accidents and the official supervision of their enforcement :

(2) Organised safety work of associations and institutions for the promotion of safety;

(3) The scientific side of accident prevention, including accident statistics :

(4) Particular aspects of accident prevention, including coupling accidents on railways, protection of dockers employed in loading and unloading ships, etc.; and

(5) Conclusions and Draft Questionnaire.

This Report, which contains a detailed tabular analysis of legislation on accident prevention, is preceded by a prefatory note, quoted below.

An official American periodical recently contained a short essay under the heading "105 Killed, 9,000 Injured".

The introduction pointed out that such a heading in a daily paper would produce horror, consternation, and the most intense interest. Public opinion would demand energetic measures to combat the incredible conditions which led to such results, etc. The figures were genuine, but not even those most closely affected showed any interest in them. They related to no sudden catastrophe, but only to the accidents in the building industry during a period of six months. And, as we would emphasise, only in the State of Pennsylvania.

This is an impressive but, alas, not exceptional example of the tremendous sacrifices of life and health which are made day by day, month by month, and year by year on the battle-field of labour. Statistics throw a startling light on this circumstance. Unfortunately they are not sufficiently developed to allow of adequate comparison on the state of industrial safety in the different countries. Yet we cannot refrain from giving at least a few figures to illustrate the great extension of the problem of industrial accident prevention.

In 1923 the number of fatal accidents to workers was 2,082 in France and 3,302 in England. The corresponding figures for Germany in 1925 was 5,285. In the United States of America the total number of fatal industrial accidents is estimated at 20,000 to 25,000 a year. The number of injuries sustained at work is far more than one hundred times as high. Compared with the figures of fatal accidents already given, the number of reported injuries was 777,975 in France and 652,837 in Germany, while the number for which compensation was paid in England was 480,035. These include high figures of cases of more or less serious crippling, leading to a permanent reduction in working capacity. The mass of pain, distress, and lost prospects concealed in these figures cannot be imagined, leaving altogether aside the serious material losses suffered by individuals and the community as a whole in consequence of accidents.

It is estimated that contributions to compulsory accident insurance roughly average 1 to 2 per cent. of wages. In Germany the industrial and agricultural accident insurance associations paid out 317,700,000 marks as compensation in 1921. The official English estimate for 1925 is over £12,000,000. In the United States a method has been used to estimate the annual loss in working days, a fatal accident being considered equivalent to a loss of 6,000 days. The result is an annual average of 40,000,000 working weeks lost. In other words, 800,000 persons must work steadily throughout the year merely to take the place of those who have permanently or temporarily lost all or part of their working capacity in consequence of an accident.

There can be no question that it is worth while to leave nothing undone which may help to reduce these losses and injuries. Much has already been done, but much still remains. Fortunately during the last few years there have been many more instances than before to prove that organised accident prevention is very successful in practice. Many undertakings, large and small, report a reduction in their accidents to a half or even a fifth within a few years.

Only one illustration will be given here, of particular importance because it relates to a large and dangerous industry, namely, the U.S. Steel Corporation. The following figures refer to some 400,000 workers on an average. Taking the average for the period 1910-1914, there were 59.2 accidents per million hours of work, involving a loss of 4.1 working days per thousand hours. These figures were steadily brought down with success, and in 1926 the proportions were 25.3 and 2.9 respectively. In the period 1910-1914 there were 1,524 fatal accidents among 1,310,911 workers. In 1925 and 1926 there were 529 fatal accidents among 881,915 workers, a figure which on the 1910-1914 basis would have been 1,025 . The persevering safety work of this undertaking may therefore take the credit for saving 496 human lives in two years.

What was possible in this one case must be possible everywhere. And no one who can make however small a contribution to the work of accident prevention should hold aloof.

THE JOINT MARITIME COMMISSION

The Joint Maritime Commission held its Eighth Session in Geneva on 24 and 26 March 1928. This Commission, which meets under the chairmanship of the Chairman of the Governing Body, consists of two members of the Governing Body (one representative of the employers' group and one representative of the workers' group), seven representatives of ship-owners' organisations, and seven representatives of seamen's organisations. It also includes two deputy members (shipowners) and two deputy members (seamen).

The representatives of the shipowners and of the seamen are appointed respectively by the shipowners' group and the seamen's group at the Maritime Sessions of the International Labour Conference.

The Commission met under the chairmanship of Mr. Arthur Fontaine, Chairman of the Governing Body. There were present :

Representatives of the Governing Body : Mr. Lecocq (Employers' Group) and Mr. Oudegeest (Workers' Group).

Shipowners' Representatives : Mr. Cuthbert Laws (Great Britain), Mr. De Rousiers (France), Mr. Rehmke (Germany), Mr. Salvesen (Norway), Mr. Nakamura (Japan), Mr. Goudriaan (Netherlands), and Mr. Deckers (Belgium).

Seamen's Representatives: Mr. Ehlers (France), Mr. Henson (Great Britain), Mr. Kohler (Germany), Mr. Fimmen (Netherlands), Mr. Lundgren (Sweden), Mr. Mahlman (Belgium), Mr. Brandt (Belgium), and Mr. Mas (France, Deputy Member).

The principal duty of the Eighth Session was to examine the work undertaken by the Office for the preparation of the Maritime Conference of 1929, and to express its opinion on the conditions under which this preparation should continue.

The first of the items on the Agenda of this Conference is the regulation of hours of work on board ship. The Commission took note of the voluminous information on the subject collected by the Office. It paid homage to the work already accomplished with a view to establishing the present position of national legislation on the subject. It suggested various ways of completing the information regarding the practical application of this legislation in the various countries. It specially considered the possibility that the Office might approach the Governments of maritime States with a view to obtaining particulars on which the shipowners and the seamen in each of these States were in agreement.

The second item on the Agenda of the Conference is the protection of seamen in case of sickness, including the treatment of seamen injured on board ship. The Conference will, in treating this question, approach for the first time the general problem of covering the occupational and social risks of seamen. The Joint Maritime Commission, after noting the preparatory reports of the Office, agreed with it that this item has two aspects : first, the general liability of the shipowners in respect of seamen's sickness and accidents (maintenance, wages, medical, surgical and pharmaceutical treatment, and repatriation), and second, sickness insurance for seamen.

With regard to the third item on the Agenda of the Maritime Conference of 1929, the promotion of seamen's welfare in ports, the Joint Maritime Commission adopted a certain number of recommendations with regard to the method of treating the problem.

The Commission examined the report of Mr. Albert Thomas on the general work of the Office on maritime questions. It noted the progress made in this field of international labour legislation. The movement of ratification continues though it does not yet respond to the hopes authorised by the engagements involved in the Peace Treaties and the International Labour Conference.

The Commission noted the work undertaken by the Office to carry out the suggestions made by it at previous Sessions. It considered the present position of the problems of conditions of work in the fishing industry, statistics of wrecks and accidents on board ship, questions regarding the safety of the crew, such as deck cargoes, overloading of ships, loading and unloading of ships, etc.

With regard to load-line regulations, the Joint Maritime Commission unanimously adopted a Resolution in which it notes with satisfaction that this question is under consideration by the appropriate technical organisations with a view to the convocation of an International Diplomatic Conference, to examine the possibility of adopting international load-line regulations. The Resolution further expressed the hope that any regulations which may be adopted will be universally applied under adequate national supervision, and invites the International Labour Office to communicate to the members the report of the Diplomatic Conference when it appears, together with proposals for the adoption of appropriate measures dealing with the social aspects of the problem.

Finally, in accordance with the general practice by which the Director informs the Commission of all matters within its scope with which the Office has been called upon to deal between the sessions of the Commission, the Joint Maritime Commission dealt with the questions that have arisen in connection with the "Lotus" case. It will be remembered that, as a result of this case, the International Mercantile Marine Officers' Association addressed a request to the Chairman of the Governing Body with a view to the submission to the 1929 Maritime Session of the Conference of the question of the definition of the international rules, penalties and jurisdiction in the case of an offence of an occupational character on the high seas, and also the question of the certificates of occupational capacity necessary for the exercise of the functions of officers of the watch.

At its last Session, the Governing Body of the International Labour Office, reserving its opinion, invited the Director to continue the study of the proposals of the International Mercantile Marine Officers' Association and to get into touch with bodies that may be interested in these proposals, in particular the Secretariat of the League of Nations.

The Joint Maritime Commission unanimously adopted, after an exchange of views' a Resolution inviting the Governing Body to examine the possibility of placing on the Agenda of the 1929 Maritime Conference the question of the institution by each maritime country of a minimum international standard of professional qualifications for masters, navigating officers, and engineer officers in charge of watches on merchant vessels.

THE APPLICATION OF CONVENTIONS

The Committee of Experts appointed by the Governing Body to examine the reports annually submitted to the International Labour Office under Article 408 of the Treaty of Versailles by States which have ratified Conventions on the steps taken to apply them, met at Geneva on 5 March.

After Mr. Albert Thomas, Director of the International Labour Office, had welcomed the experts, they arranged the programme of the work of the Committee. Mr. Tschoffen, formerly Belgian Minister of Labour, was appointed Chairman. Mr. Jules Gautier, member of the French Council of State and Vice-President of the National Economic Council of France, was appointed Reporter. The Committee this year had 175 reports to examine. Of these 155 gave rise to no observations. These 175 reports relate to the application of the seventeen Conventions which have been in force for more than a year for the States that have ratified them. These seventeen Conventions are those relating to Hours, Unemployment, Childbirth, Night Work of Women, Minimum Age (Industry), Night Work of Young Persons, White Phosphorus, Minimum Age (Sea), Unemployment Indemnity, Employment for Seamen, Minimum Age (Agriculture), Rights of Association (Agriculture), Workmen's Compensation (Agriculture), White Lead, Weekly Rest in Industry, Minimum Age (Trimmers and Stokers), and Medical Examination of Young Persons (Sea).

The Committee adopted the report prepared by Mr. Jules Gautier. This report will be transmitted to the Governing Body, which will submit it to the International Labour Conference at its Eleventh Session.

The Committee of Experts noted that most of the States whose legislation had given rise last year to observations had furnished additional information to the 1927 Session of the Conference. It noted, further, that the reports received this year were more numerous, more clear, and more complete than before.

The Committee had, in 1927, expressed the wish that States should indicate the local conditions which prevented them from applying to their colonies the provisions of the Conventions they had ratified. It noted with satisfaction that this year certain States had indicated the decision that they had taken in the case of each colony, possession, or protectorate for the application of each of the Conventions ratified, and that Great Britain in particular had stated in certain cases the circumstances which had led either to the decision not to apply the Convention or to the decision to adapt its provisions to local conditions, in accordance with Article 421 of the Treaty.

To sum up, the method of examining national reports, instituted in application of Article 408, makes it possible to follow closely the development of international labour legislation and facilitates the work of reciprocal information provided for by the Peace Treaty.

THE QUESTION OF THE POSSIBLE REVISION OF CONVENTIONS

The Standing Orders Committee of the Governing Body met in Paris on 30-31 March to consider the important question of the procedure to be followed with regard to proposals for the possible revision of International Labour Conventions.

All Conventions so far adopted by the International Labour Conference contain a clause providing that the Governing Body shall, at least once in ten years, present to the general Conference a report of the working of the Convention, and shall consider the desirability of placing on the Agenda of the Conference the question of its revision or modification.

The Governing Body, at its last Session, had before it a memorandum on the general problem. It did not discuss it, as its attention was directed to the special proposal formulated in connection with this item on the Agenda by the representative of the British Government referring exclusively to the revision of the Hours Convention; but as a conclusion of the discussion which took place on the subject, the Governing Body adopted, by 14 votes to 6, a Resolution instructing the Standing Orders Committee to submit to it at its next Session a report on the procedure to be adopted with regard to proposals for the possible revision of Conventions. The Standing Orders Committee met in Paris in order to prepare its report.

During the meeting it also examined the question of the method of voting in the Governing Body in connection with the drawing up of the Agenda of the International Labour Conference.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 5. May.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 25 April 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 300.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

The International Labour Office was informed, in the period 1-25 April, of 35 new ratifications.

France has ratified the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921) the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); and the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

Hungary has ratified the Convention concerning the employment of women before and after childbirth, the Convention concerning the employment of women during the night, the Convention concerning the night work of young persons employed in industry, all adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, all adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); and the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

Special mention must be made of *Luxemburg* which, making a notable effort to develop its national legislation in harmony with the provisions of international labour legislation, has ratified the 25 Conventions adopted by the International Labour Conference since the establishment of the Organisation.

THE THIRTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met at Geneva on 25 April for its thirty-ninth session.

An account of the proceedings of this session will appear in the next number of the *Monthly Summary.*

THE MEMBERSHIP OF THE GOVERNING BODY

The International Labour Office has been informed of the ratification by Luxemburg of the amendment to Article 393 of the Treaty of Versailles. This amendment was adopted by the International Labour Conference at its Fourth Session at Geneva in 1922.

Article 393 fixes the number of members of the Governing Body of the International Labour Office at twenty-four, twelve of whom represent Governments, six employers', and six workers' organisations. In order to ensure the representation of a larger number of extra-European countries, and thus give the Governing Body a character more in accordance with its universal sphere of action, the amendment adopted by the Conference increases the number of members to thirty-two, sixteen to represent Governments, with eight employers' and eight workers' representatives.

So far the amendment has been ratified by thirty-five countries, including Luxemburg. Two others, those of Uruguay and Salvador, are reported. When they have been registered, only five further ratifications will be required to reach the total of forty-two necessary for giving effect to the amendment.

The Governing Body is elected for periods of three years, and the last election took place in 1925. The next will be held during the International Labour Conference to meet at Geneva on 30 May. If by then the forty-two ratifications required for putting the amendment to Article 393 into effect have not yet been obtained, the Governing Body will necessarily be re-elected on its present basis, that is to say that for à further three years it will consist of only twenty-four members. It is hoped that before 30 May the five ratifications that are still required will have come to hand, and that consequently the new Governing Body will contain an additional eight members and thus realise the desire frequently expressed by various countries, and in particular by the countries of South America.

MEETING OF EXPERTS OF THE CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE

A number of members of the Correspondence Committee on Industrial Hygiene met at the International Labour Office from 16 to 18 April 1928.

The meeting was attended by the following members : Dr. Bauer, Councillor to the Federal Ministry of Labour, Berlin; Dr. Brezina, Councillor to the Federal Ministry for Social Affairs, Vienna; Dr. Bridge, Senior Medical Inspector of Factories, Great Britain; Dr. Collis, Professor of Preventive Medicine at the University of Cardiff; Dr. Cristiani, Director of the Hygiene Institute of the City of Geneva; Dr. Glibert, General Medical Inspector, Chief of the Industrial Medical Service in Belgium; Dr. Kœlsch, Chief of the Industrial Medical Service at Munich; Dr. Kranenburg, Medical Councillor to the Labour Inspectorate at The Hague; Dr. Lorange, Director of Factory Inspection at Oslo; Dr. Loriga, Chief of Medical Factory Inspection in Italy; Dr. Martin, Professor of Forensic Medicine and Social

Medicine in the Faculty of Medicine at Lyons; Dr. Pierracini, Professor of Industrial Medicine at Florence.

Mr. Albert Thomas welcomed the members and thanked them for their assistance to the Office.

Mr. Lecocq, joint representative with Mr. Findlay of the Governing Body of the Office, spoke of the interest with which the Governing Body follows the work of the experts in industrial hygiene.

Dr. Glibert was unanimously elected chairman.

The experts first examined the question of the possible revision of the list of occupational diseases figuring in the Convention adopted by the International Labour Conference in 1925.

This Convention, which provides that workmen's compensation for occupational diseases should be assured on the same general principles as workmen's compensation for accidents, has been ratified by nine States : Belgium, Finland, Great Britain, Hungary, India, the Irish Free State, Luxemburg, Kingdom of the Serbs, Croats and Slovenes, and Switzerland. Ratification has been authorised by the Parliament of the Netherlands. It has been recommended to the competent national authorities in six States : Estonia, Greece, Japan, Latvia, Poland and Portugal. Legislation for the application of the Convention has been voted or is in course of preparation in seven other States : Austria, Czechoslovakia, France, Germany, Italy, Norway and Sweden.

The question of workmen's compensation for occupational diseases is therefore a living issue in 23 countries. There is also a general movement in favour of wider measures of protection than those assured by the present provisions. The extension of the system of workmen's compensation to cover other occupational diseases and forms of poisoning is demanded by public opinion, by workers' organisations or by the medical profession. This problem involves scientific questions the importance of which gave a special interest to the work of the experts of the Correspondence Committee on Industrial Hygiene.

The experts were of opinion that the following list of occupational diseases might be added to the list figuring in the 1925 Convention : Poisoning by phosphorus and its compounds and their sequelae; Poisoning by arsenic and its compounds and their sequelae : (1) Poisoning by benzene, its homologues, their amino and nitro derivatives and their sequelae, (2) Poisoning by hydrocarbides of the aliphatic series and their chlorinated derivatives and their sequelae; Pathological manifestations due to : (*a*) Radium and other radio-active substances, (*b*) to X-rays; Epitheliomas of the skin, due to the handling of tar, pitch, bitumen, mineral oils, paraffin or all compounds, products, or residues of these substances.

The Committee decided not to retain the mention of "recurring dermatitis due to the action of dusts and liquids", and it was unanimously decided to resume the study of this question at the coming session, adding to dermatitis "irritations of the mucous membrane", and to dusts and liquids "irritant gases and fumes".

With regard to silicosis, the experts, after a detailed discussion, adopted, by ten votes with two abstentions, the following resolutions :

> "Silicosis is an occupational disease which, in English-speaking countries and in Germany, has been made the object of a very precise scientific discovery in order to determine accurately the diagnosis of the disease in its advanced form.
>
> "At the present time this disease has been made subject to compensation in the English-speaking countries.
>
> "Scientific research, however, is still necessary in the various industries in all countries in order to enable the pulmonary lesions caused by this form of pneumoconiosis and the incapacity which they involve to be specified with precision.

> "It is therefore indispensable to request the completion of investigation and study in the different countries in regard to the process of diagnosis of silicosis in the various industries in which workers are exposed to atmospheres with a silica content."

The experts then examined the measures to be considered in certain industries (hides and skins, hair, bone, horns and hoofs) for the prevention of anthrax infection. They closed their session on 18 April, after the examination of a particularly important question, that of the investigation of standard regulations in relation to industrial hygiene.

The Preamble to Part XIII of the Treaty of Versailles assigns to the International Labour Organisation the protection of the worker against sickness, disease and injury arising out of his employment. In order to assure this protection, the International Labour Office has dealt with the measures to be taken with a view to safeguarding workers exposed to specific dangers, such as poisoning and infection. In this field it has studied the special questions of anthrax, white lead, etc. It is, however, none the less important to lay down the main lines of the principles which should constitute the basis of the hygiene of work-places in general. The problem to be solved is the safeguarding not only of the life and health of limited categories of workers, but the life and health of the hundreds of millions of workpeople who labour in workshops or factories.

With a view to the study of this problem, the International Labour Office has examined the legislation of the most advanced countries with regard to industrial hygiene, and has extracted the measures of a general character. It has begun to bring together the principles of a sort of standard of industrial hygiene regulations involving the minimum of indispensable measures to be applied in industrial establishments.

The experts proceeded to an exchange of views on the draft report submitted, and they appointed a special sub-committee to assist the Hygiene Service by correspondence in the study of this wide question.

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

1928. No. 6. **June.**

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 23 May 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 300.

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THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the International Labour Conference opened in Geneva on 30 May. Its work will last two or three weeks.

The two principal questions on its Agenda are : (1) methods of fixing minimum wages (second discussion) and (2) prevention of industrial accidents, including accidents due to coupling on railways (first discussion).

THE THIRTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its thirty-ninth Session from 25 to 28 April 1928, under the chairmanship of Mr. Arthur Fontaine, French Government delegate.

The Two Sessions of the Conference in 1929

The Governing Body discussed in private Session various questions of principle submitted to it by the Finance Committee with a view to the preparation by the Committee of detailed proposals for the 1929 budget. Among the questions discussed was that of the organisation in 1929 of two Sessions of the International Labour Conference, one Session dealing specially with questions of maritime labour and one general Session. By 13 votes to 8, the Governing Body decided that the two Sessions should be held, not consecutively as it had previously decided, but separately at an interval of some months.

Double Discussion Procedure at the Conference

The Governing Body, meeting in public Session, considered the proposals of the Standing Orders Committee on various questions that had been referred to it for examination. It agreed that a decision should not at present be taken on the desirability of modifying the double discussion procedure at the International Labour Conference, as this procedure had had so far a very restricted trial. The Governing Body decided that the question ought to be examined afresh by the Conference in the light of the draft questionnaire which will be submitted to the 1928 Session.

If, however, after the items of the Agenda have been discussed by the Conference in 1928, that Conference is of the opinion that the discussion of a draft questionnaire impedes and embarrasses its work, the Governing Body makes the following recommendations :

(1) That the International Labour Office should draw up a report on the items of the Agenda, which would not necessarily include a questionnaire;

(2) That the Conference should decide by the approval of the conclusions or resolutions the points on which the Governments are to be consulted;

(3) That the International Labour Office should draw up on this basis the questionnaires to be submitted to the Governments.

Interpretation of Speeches

The 1927 Conference adopted a Resolution concerning the possibility of interpreting speeches made at the Conference in languages other than the official languages, and the question was referred to the Standing Orders Committee for consideration.

The Governing Body took note of the conclusions of the Standing Orders Committee, which considered that there was no need to amend the Standing Orders of the Conference, as the Director had informed the Committee that he would take the necessary administrative steps to carry out the suggestion of the Conference.

Representation of Native Workers

As a result of a motion submitted by Mr. Giri, Indian workers' delegate to the Tenth Session of the International Labour Conference, the Governing Body, on the proposal of the Standing Orders Committee, instructed the Director to suggest to the Governments in the letter of convocation for the 1929 Conference, that they might draw the attention of the most representative workers' organisations to the desirability of including in delegations to the International Labour Conference representatives of workers in colonies or mandated territories, particularly when questions affecting their conditions of work appeared on the agenda of the Conference.

Substitute Delegates

The International Labour Conference at its Tenth Session adopted a proposal made by its Officers to refer to the Governing Body the question whether the appointment of substitute delegates was allowed by the Treaty of Peace. The Governing Body adopted the view of the Standing Orders Committee, which considered that under the Treaty a Government could not appoint substitute delegates in addition to the regular delegates and advisers, but that there was nothing to prevent certain advisers from being appointed to act as substitutes for the regular delegates.

It was, however, pointed out that a Government could only nominate in advance those advisers who were to act as substitutes for the Government delegates, and that the right of appointing substitutes for the employers' and workers' delegates rested with those delegates themselves.

On the proposal of the Standing Orders Committee, the Governing Body also adopted for submission to the Conference two proposals for the amendment of the Standing Orders of the Conference, according to which Ministers whose Departments deal with the questions discussed by the Conference and who are not delegates or advisers may attend the sittings of the Conference and speak.

Procedure for Revision of Conventions

The Governing Body then considered the procedure to be followe das regards proposals for the revision of Conventions. The conclusions of the report of the Standing Orders

Committee were explained by Mr. Mahaim, Chairman and Reporter of the Committee, who drew the attention of the Governing Body to the necessity of agreeing on a procedure intended to apply to all the Conventions, and not merely to one special Convention.

Mr. Jouhaux, French workers' representative, defined the attitude of the Workers' Group to the problem of revision of Conventions. The Workers' Group had never been opposed to the consideration of Conventions with a view to finding means of hastening ratification. Although experience had shown that the Group had sometimes gone too far in conciliation, it was ready to continue in its attitude, but it could not agree that discussion of all the Conventions should be reopened in connection with revision procedure. The Workers' Group could not admit that, contrary to the principles of Part XIII of the Treaty of Peace, which was the fundamental charter of the International Labour Organisation, an attempt should be made to take advantage of a revision clause in order to substitute one Convention for another.

Mr. Poulton, British workers' representative, expressed similar views. The Workers' Group had voted for the draft revision procedure submitted by the International Labour Office. According to that draft, the Governing Body would, if it decided that revision was necessary, specify the points on which modifications appeared to be needed, and the discussion at the Conference would be limited to those points.

Mr. Olivetti, Italian employers' representative, pointed out that the question of the Hours Convention was in the minds of all the members and influenced the discussion. He asked the Governing Body to regard the matter from the purely legal point of view, and maintained that it was necessary to adopt an elastic procedure which would allow of a full examination of the position as regards each Convention.

Mr. Jouhaux stated that, if it were proposed to undertake general revision, the Workers' Group would put forward proposals for total revision extending the Convention as against any proposals for total revision in the sense of restricting the Convention.

The Director pointed out that the real question at issue was whether the Governing Body, after examining the position as regards the Convention, could propose to the Conference to amend certain specified articles of the Convention, or whether the opening of revision procedure would imply the possibility of total revision of the Convention. He was in favour of a procedure for limited revision, since general revision procedure would destroy the stability of international labour legislation. It seemed difficult to understand that, after undertaking constructive work for ten years, they should, at the end of that period, run the risk of compromising all that had been achieved. In the interests of the future of the International Labour Organisation and of the consolidation of the benefits which it has brought to the workers of the world, he asked the Governing Body to allow for the possibility of limited revision, according to the procedure suggested by Mr. Jouhaux and the Workers' Group.

After a discussion, in which members of the three groups of the Governing Body took part, the Governing Body adopted the following proposals which were submitted by Mr. Mahaim and which Mr. Wolfe, on behalf of the British Government, accepted in a spirit of conciliation :

> (1) When the Governing Body, in accordance with the provisions of a Convention, has to present to the Conference a report on the working of the said Convention, and has to decide if it is desirable to place the question of its revision or modification on the Agenda of the Conference, the Office shall submit to the Governing Body all the information which it possesses, particularly on the legislation and practice relating to the said Convention, both in those countries which have ratified it and in those which have not ratified it.
>
> (2) The Governing Body shall fix the terms of the report on the working of the Convention.
>
> (3) It shall consider the question of placing the revision or modification o the Convention on the Agenda of the Conference. This consideration shal not take place until after two months from the date of the circulation of the Office report (referred to in para. 1) to the members of the Governing Body.
>
> (4) If the Governing Body takes the view that it is not desirable to place the revision or modification of the Convention on the Agenda, the Office shal communicate the above-mentioned report to the Conference.
>
> (5) If the Governing Body takes the view that it is desirable that the question of placing the revision or modification of the Convention on the Agenda of the Conference should be further pursued, the Office shall send the report to the Governments of the Members and shall ask them for their observations, drawing attention to the points which the Governing Body has considered specially worthy of attention.

(6) The Governing Body shall, on the expiry of four months from the date of the despatch of the report to the Governments, taking into account the replies of the Governments, adopt the final report and define exactly the question or questions which it places on the Agenda of the Conference.

The above procedure, which makes it possible to limit the revision of a Convention to certain definite points, was adopted by 18 votes (all the Government and workers' members) to 6 (all the employers' members).

Proposed Revision of the Hours Convention

The Governing Body, having settled the general question of the procedure for the revision of Conventions, was then in a position to discuss the proposal of the British Government with regard to the revision of the Hours Convention.

Mr. Wolfe, British Government representative, asked that the discussion should be adjourned, though not because the British Government had in any way changed its attitude since the previous Session. He stated that the attacks which had been made on the British Government on account of its revision proposal were unjustified. The British Government had no intention of attacking the International Labour Organisation, or the best interest of the workers. It was a sincere friend of the Organisation and it believed that its proposal would result in clearing up the situation.

Intellectual Workers

The Governing Body decided to adjourn the discussion of the British Government's proposal until its next Session.

The Governing Body took note of the record of the preparatory meeting held at Brussels on 19-20 December 1927 by the five members already appointed to the Advisory Committee on Intellectual Workers in order to draw up definite proposals for the final constitution of the Committee.

On the basis of these proposals the Governing Body decided that the Advisory Committee on Intellectual Workers should be composed as follows :

(1) Five permanent Officers, three representing the Governing Body of the International Labour Office and two representing the League of Nations International Committee on Intellectual Co-operation.

These Officers should indicate to which of the two organisations (International Labour Organisation or Committee on Intellectual Co-operation) the study and solution of the problems before the Committee should be entrusted.

(2) Representatives of the most important national and international organisations of intellectual workers, the list of such organisations being revised periodically by the Governing Body of the International Labour Office.

The Committee, consisting of its Officers and the representatives referred to above, would examine from a general point of view the questions coming within its scope.

For a period of two years (1928-1929) the organisations permitted to appoint representatives might be the following :

International Federation of Intellectual Workers (4 members).
International Federation of Journalists (1 member).
German organisations of intellectual workers (1 member).
Italian organisations of intellectual workers (1 member).
Intellectual workers of extra-European countries (2 members).
International Employers' Organisation (2 members).

(3) Experts appointed to consider questions on the agenda on which they are specially competent.

So far as possible these experts should be appointed on a principle of joint representation and represent, if necessary, the various interests involved.

The Governing Body decided on the following Agenda for the coming meeting of the Advisory Committee on Intellectual Workers :

(1) Termination of employment of journalists in the event of a change occuring in the policy of their newspaper.

(2) Stipulation concerning the acceptance of other employment in the case of engineers and technical staff leaving an establishment.

(3) Finding of employment for theatrical artists.

(4) Inventions by employees.

The question of unemployment among intellectual workers might form the subject of a report by the International Labour Office, prepared in collaboration with the International Institute of Intellectual Co-operation, to be submitted to members of the Committee before the end of 1928.

ECONOMIC INSTITUTIONS OF THE LEAGUE

The Governing Body considered the question of the relations between the International Labour Office and the economic institutions of the League of Nations.

The Director informed the Governing Body of the results of the negotiations on this subject which had been undertaken with the Secretariat of the League of Nations and the Chairman of the Consultative Economic Committee. The following proposals were made :

> (1) That the Chairman of the Governing Body of the International Labour Office should be asked to attend meetings of the Consultative Economic Committee.
>
> (2) That the technical services of the Office should take part in the preparatory work for the Committee in the same way as they had taken part in the preparations for the International Economic Conference.
>
> (3) That the Director of the International Labour Office should be asked to attend the meetings of the Presidential Board of the Consultative Economic Committee for the consideration of questions of interest to the International Labour Organisation.

The Governing Body decided to accept the above proposals.

It adjourned the discussion of a suggestion that a committee of the Governing Body should be set up to follow the economic work of the League of Nations in its relation to the work of the International Labour Organisation.

FINANCE

The Governing Body approved the conclusions of the report of its Finance Committee, according to which the budget estimates for the International Labour Organisation for 1929 were fixed at 8,494,780 francs.

During the discussion of the budget, Mr. Jouhaux quoted figures to show how insignificant, in relation to the total sum of national expenditure, are the contributions of the States Members to the expenses of the League of Nations and the International Labour Organisation. The percentages of the total national budgets represented by contributions to the International Labour Organisation are stated to be as follows : Germany, 0.005 per cent; Australia, 0.011; Austria, 0.007; Great Britain, 0.004; Belgium, 0.014; France, 0.007; Italy, 0.009; Japan, 0.011; Netherlands, 0.011; Sweden, 0.013; Czechoslovakia, 0.014.

THE DISABLED.

The Governing Body felt unable to accept a request from the International Conference of Disabled and Ex-Service Men's Associations for the holding of a Conference to discuss the question of war pensions, as this question does not fall within the competence of the International Labour Organisation.

NEXT SESSION

The Governing Body decided that its Fortieth Session should take place at Geneva on 28 May 1928.

THE DIRECTOR'S VISITS TO ITALY AND SPAIN

Mr. Albert Thomas, Director of the International Labour Office, accompanied by his Chief of Cabinet (Mr. Viple) and the Chief of the Relations and Intelligence Division (Mr. di Palma Castiglione), went to Rome on 2 May 1928 to take part in the meeting of the Agricultural Co-ordination Committee which was held at the headquarters of the International Institute of Agriculture.

In the course of his visit to the Italian capital, he was received by members of the Government and the heads of various public departments and institutions which are in relations with the International Labour Organisation. He was also in touch with the organisations of workers and employers.

He was thus enabled to study on the spot, in consultation with the authorities concerned, the situation of the country with regard to the Conventions adopted by the International Labour Conference, and to investigate with them the possibilities of further ratifications. A cordial welcome was given to him, and the Italian press devoted considerable attention to his visit and to the work of the Office.

The Director had an interview with the Head of the Government, Mr. Mussolini. He saw Mr. Grandi, Under-Secretary of State for Foreign Affairs, and Mr. Rocco, Minister of Justice. He paid a visit to the Ministry of Corporations, where he was received by Mr. Bottai, Under-Secretary of State, and to the Ministry of National Economy, where he was received by the Minister, Mr. Belluzzo.

Visits were made also to the Central Statistical Institute, the National Co-operation Institute, the National Social Insurance Fund, the Industrial Accident Insurance Fund, the National Labour and Co-operation Bank, the Credit Bank for Italian Labour Abroad, the Educational Cinematograph Institute, the National Spare-Time Institute, and the Workers' Housing Institute.

The Director went also to the headquarters of the Fascist General Confederation of Italian Industry, the Fascist General Confederation of Agriculturists, the Fascist National Confederation of Merchants, and the Fascist National Confederation of Banks.

On the invitation of Mr. Rossoni, President of the National Confederation of Fascist Trade Unions, he attended a meeting of the organisers of the Fascist workers' unions and also the inaugural meeting of the national congress of these unions.

Further, at the office of the Rome Correspondent of the International Labour Office, he received calls from a number of leading persons occupied with social questions.

The Director left Rome on 6 May. On his way from Italy, he stopped at Genoa, where he visited the offices of *Lavoro* and met a number of the chief officials of the National Association for the Study of Labour Problems.

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Mr. Albert Thomas, accompanied by his Chief of Cabinet, Mr. Viple, then proceeded to Spain. There also he met members of the Government and the heads of various public departments. He was also in touch with the most representative organisations of workers and employers. He discussed with the authorities concerned the situation of the country with regard to international labour legislation, and he experienced the satisfaction of finding that his stay coincided with three favourable decisions of the Spanish Government with regard to the ratification of three important Conventions, among them the Washington Hours Convention. The Director everywhere received a cordial welcome. The press spontaneously devoted great attention to his visit and to the work of the Office.

Arriving in Barcelona on the 8th of May, the Director was received by Mr. Aunos, Minister of Labour, Commerce and Industry, and Count de Altea, representative of Spain on the Governing Body of the International Labour Office. He visited the Federation of Co-operative Societies, the Delegation of the Ministry of Labour, the National Institute of Social Welfare, the Technical University, and the Mixed Committee on Retail Trade. He gave an address to the members of the Co-operative Societies. He visited the large area on which is to be erected the International Exhibition of Industry in 1929.

From Barcelona, Mr. Albert Thomas returned to Madrid, accompanied by Mr. Aunos. He was received by the Head of the Government, General Primo de Rivera, who gave in his honour a dinner at the Ministry of Foreign Affairs. He had conversations at the Ministry of Labour, Commerce and Industry with the heads of the departments which deal with matters relating to the International Labour Organisation. He gave an address at the French Institute.

Mr. Albert Thomas visited the headquarters of the General Federation of Workers, where he was warmly welcomed by the Executive Committee and Mr. Caballero, workers' representative on the Governing Body of the International Labour Organisation. He gave an address at the Maison du Peuple to an audience of several thousand persons. The General Federation of Workers gave a dinner in his honour.

Mr. Albert Thomas was also received by the Employers' Association of Economic and Social Studies, the Executive Committee of which is presided over by Mr. Francisco Junoy, employers' delegate at the International Labour Conference.

Mr. Albert Thomas visited the Rehabilitation Institute, where a banquet was given by Mr. Aunos, Minister of Labour, and at which were present high officials of his Department. During this banquet Mr. Aunos announced the decision taken by the Cabinet to ratify the Washington Hours Convention on condition that this ratification would not come into force until after the ratification of the Convention by France, Germany, Great Britain and Italy. The Spanish Government has decided to ratify unconditionally the Convention concerning workmen's compensation for accidents and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Mr. Albert Thomas left Madrid on 13 May to return to Geneva.

THE ADVISORY COMMITTEE FOR REFUGEES

The Advisory Committee for Refugees met on 22 May at the International Labour Office, Mr. Albert Thomas in the chair. Dr. Nansen, High Commissioner of the League of Nations for Refugees, was represented by Major Johnson, Deputy High Commissioner. The Advisory Committee is composed of representatives of private organisations which deal with refugees. It meets twice a year to state its views on matters concerning refugees and to express the desires of the groups concerned.

The Advisory Committee considered and approved the report of the High Commissioner on the funds at his disposal and also the programme for the establishment of Armenian refugees in Syria and in the Lebanon. This programme would permit the placing of some twelve thousand refugees.

The Committee adopted various resolutions relating to the legal status of Russian and Armenian refugees. These resolutions will be submitted to a diplomatic conference which will meet at Geneva at the end of June.

The Committee took note of the plans for the establishment of Russian and Armenian refugees in South America and in France and the scheme for placing in the United States a small number of Russian technicians. It expressed the desire that the evacuation of the Russian refugees who still remain at Stamboul should be actively carried forward and brought to an end as soon as possible.

THE ENQUIRY INTO WAGES AND HOURS OF WORK IN THE COAL-MINING INDUSTRY

The International Labour Office has published the results of its enquiry into wages and hours of work in the coal-mining industry, a study which is of particular interest now that the problems of the coal crisis are officially raised on an international basis. The decision to undertake the enquiry was made by the International Labour Conference at its Seventh Session, in June 1925, in view of the difficulties with which certain coal-producing countries were faced, on a request from the Committee of the International Miners' Federation.

In view of the importance and delicacy of the problem, it was necessary, in the first place, to decide on the methods to be adopted for the collection of the most precise and comparable data on the various items that go to make up the wages of miners (cash wages, wages in kind, various allowances, insurance contributions, etc.), and an exact estimate of their hours of work (legislation in force, calculation of the average time for going up and down the shaft, time to and from the working face, etc.). Without such methods it would have been impossible to establish comparisons of the average eaming of miners, their real wages (taking into account the cost of living in the various coal-mining districts), the average wage for each ton of coal extracted or seleable, and the actual hours on duty, etc. It is not generally realised how difficult it is to establish international statistics even for the best equipped industries.

The methods decided upon were approved by a Committee set up by the Governing Body in January 1926, and the International Labour Office then got into touch with the Governments concerned to obtain the data necessary for the completion of its study.

The conclusion reached by the International Labour Office strengthens a conviction which it has always had, ie. that any international agreement, any Convention, must rest on a scientific knowledge of the problem which it aims at solving, and that this scientific knowledge is difficult to obtain, but can nevertheless be obtained by patient and objective methods. Above all, a close investigation of the working conditions of the miners in the various coal-producing countries further confirms the belief that if one day international agreements are to be reached between coal merchants and producers, such agreements must take into account the situation of the miners themselves.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 7. July.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 June 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 305.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office was informed, in the period 23 May to 21 June, of five new ratifications.

Belgium has ratified the Convention concerning the age for admission of children to employment in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

Czechoslovakia has ratified the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

Finland has ratified the Convention concerning night work in bakeries, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

Latvia has ratified the Convention concerning workmen's compensation for accidents and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the International Labour Conference met at Geneva from 30 May to 16 June. Dr. Carlos Saavedra Lamas, delegate of the Argentine Government, presided, and the Vice-Presidents were Mr. Michael MacWhite (Government delegate, Irish Free State), Mr. Hans Vogel (employers' delegate, Germany), and Mr. Tom Moore (workers' delegate, Canada).

The Conference was important, in the first place because of the number of countries participating, and in the second place because of the nature of the decisions arrived at. In adopting these decisions, the Conference rendered service to the great conception of international legislation, the harmonious development of which, as Mr. Arthur Fontaine, Chairman of the Governing Body, emphasised in his opening speech, is at the foundation of the League of Nations, the Permanent Court of International Justice and the stable organisation of peace, as well as of the International Labour Organisation.

This Session brought together 148 delegates and 190 technical advisers, sent by 46 States. The number of States represented has been exceeded only once, in 1925. Brazil, although it no longer participates in the work of the League of Nations, indicated its determination, to continue its collaboration with the International Labour Organisation by sending a complete delegation. Turkey and Ecuador, although not members of the Organisation, sent observers.

It will be remembered that two questions were on the agenda of the Conference : (1) minimum wage-fixing machinery; (2) the prevention of industrial accidents, including accidents due to coupling on railways. Only the first of these questions was to lead, during this Session, to a final decision. The second question was to constitute the subject of a first discussion, in virtue of the "double discussion" procedure employed by the Conference.

The decisions arrived at may be summarised as follows.

Minimum Wages

By 76 votes to 21, the Conference adopted a Draft Convention instituting the obligation for all ratifying States to create or maintain machinery whereby minimum rates of wages can be fixed for workers employed in certain of the trades or parts of trades (and in particular in home working trades) in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise and wages are exceptionally low.

Each Member State which ratifies this Convention shall be free to decide, after consultation with the organisations, if any, of workers and employers in the trade or part of trade concerned, in which trades or parts of trades, and in particular in which home working trades or parts of such trades, the minimum wage-fixing machinery referred to above shall be applied.

Each Member which ratifies this Convention shall be free to decide the nature and form of the minimum wage-fixing machinery, and the methods to be followed in its operation :

Provided that :

(1) Before the machinery is applied in a trade or part of a trade, representatives of the employers and workers concerned, including representatives of their respective organisations if any, shall be consulted as well as any other persons, being specially qualified for the purpose by their trade or functions, whom the competent authority deems it expedient to consult;

(2) The employers and workers concerned shall be associated in the operation of the machinery, in such manner and to such extent, but in any case in equal numbers and on equal terms, as may be determined by national laws or regulations.

(3) Minimum rates of wages which have been fixed shall be binding on the employers and workers concerned so as not to be subject to abatement by them by individual agreement, nor, except with the general or particular authorisation of the competent authority, by collective agreement.

Each Member which ratifies this Convention shall take the necessary measures, by way of a system of supervision and sanctions, to ensure that the employers and workers concerned are informed of the minimum rate of wages in force and that wages are not paid at less than these rates in cases where they are applicable.

A worker to whom the minimum rates are applicable and who has been paid wages at less than these rates shall be entitled to recover, by judicial or other legalised proceedings, the amount by which he has been underpaid, subject to such limitation of time as may be determined by national laws or regulations.

Each Member which ratifies this Convention shall communicate annually to the International Labour Office a general statement giving a list of the trades or parts of rtades in which the minimum wage-fixing machinery has been applied, indicating the methods as well as the results of the application of the machinery, and, in summary form, the approximate numbers of workers covered, the minimum rates of wages fixed, and the more important of the other conditions, if any, established relevant to the minimum rates.

Such are the essential provisions of the Draft Convention, the ratification of which will aid in raising in many countries the conditions of certain categories of workers.

A Recommendation, which the Conference adopted by 81 votes to 18, supplements the Draft Convention by putting on record for the guidance of the Members certain general principles which, as present practice and experience show, produce the most satisfactory results.

It draws attention to the desirability that, wherever a considerable proportion of women are employed, provisions should be made as far as possible for the inclusion of women on the minimum wage-fixing body. It also calls the attention of Governments to the principle affirmed by Article 427 of the Peace Treaty that men and women should receive equal remuneration for work of equal value.

The Prevention of Industrial Accidents

The question of the prevention of industrial accidents came before the Conference for the first time. In virtue of the "double discussion" procedure, it could not, therefore, form the subject of a Draft Convention or Recommendation this year. Next year, after a second discussion, the Conference may take a final decision.

During its Eleventh Session the Conference had simply to decide if it would place this question on the agenda of the 1929 Session and to proceed to a general discussion with a view to the drawing up of a questionnaire which the International Labour Office would send to Governments. On the basis of the replies of the Governments to this questionnaire, a final decision may be taken next year.

The discussion which took place this year constituted a very useful preparation for the solution to be adopted. It rendered it possible to bring the problem of industrial accidents clearly to the bar of the public opinion of the world. It fully reflected the movement which has developed in various industrial countries to ensure the safety of workers in factories and workshops and to avoid the enormous sacrifices of human life and the material losses which result from them and which constitute so heavy a burden on production. The exhibition organised by the Office during the Conference was a practical demonstration of what can be done in this field.

The Conference, by 94 votes to 5, adopted a draft questionnaire which will make it possible to consult Governments on the various aspects of the question : scientific research, compilation of statistics, collaboration of employers and workers, participation of the workers in the application of safety measures, legislative measures, educative propaganda, education, etc. A special question asks the opinion of States on the adoption of a Draft Convention or Recommendation to make it compulsory for the sender to indicate the weight on heavy packages transported by ship.

By 95 votes to 0, the Conference voted a Resolution to draw the attention of Governments in all countries to the importance of the question of the prevention of industrial accidents and to those measures which would render possible a reduction in the number of such accidents, such as the application of methods of individual instruction popularised by the "Safety First" movement.

Another Resolution, also adopted by 95 votes to 0, requests the Governing Body of the International Labour Office to consider what steps can be taken to complete the documentary information in the possession of the International Labour Office on the subject of national legislation on industrial safety in the different industries and on all compulsory provisions laid down on this matter by central and local authorities, and to prepare comparative tables based on the above-mentioned information.

It was decided by 123 votes to 0 to place the question of the prevention of industrial accidents on the agenda of the Twelfth Session of the Conference in 1929.

The Conference devoted special attention to the question of the protection of workers employed in loading and unloading ships. By 101 votes to 0 it adopted a draft questionnaire which envisages the possibility of the adoption of a Draft Convention on this matter. It added a resolution with a view to the previous consultation of the Joint Maritime Commission on the maritime aspects of the question before the opening of the Twelfth Session of the Conference. It was decided by 121 votes to 0 to place this question on the agenda of the 1929 Session.

Finally, on the question of the prevention of accidents due to coupling on railways, the Conference adopted a Resolution asking that the International Railway Union should continue actively its study of the problem and should communicate its results to the International Labour Office as soon as possible, and in any case within the next two years. The Resolution also asks for the appointment by the Governing Body of a joint committee of twenty-one persons representative of the Governments, employers and workers to study the whole question, to avail themselves of the experience already obtained by the international Railway Union, and to report as soon as possible to a further Conference.

Apart from these questions, the Conference dealt with the following matters :

APPLICATION OF CONVENTIONS

The Conference unanimously adopted the report of the Committee which examines the annual reports submitted by States in virtue of Article 408 of the Peace Treaty on the application of the Conventions that they have ratified. This report proposed that the Committee of Experts which had been established as an experiment by the Governing Body to study the information supplied by States should be maintained. It stated that if from the point of view of the application of Article 408 the present situation is not entirely satisfactory, it must be recognised that valuable results have already been obtained which will permit the development of international labour legislation and the realisation of important measures of social progress.

STANDING ORDERS

The Conference took a certain number of decisions with regard to standing orders, in particular with regard to the participation in its sittings of Ministers and Under-Secretaries of States within whose competence the matters dealt with enter, the appointment of substitute delegates, the constitution of a drafting committee in each Committee, the representation at the Conference of workers in colonies and mandated territories and also native and coloured workers, the translation of speeches made in non-official languages and the standing clauses of Draft Conventions.

RESOLUTIONS

The Conference adopted various Resolutions asking the Governing Body to invite the International Labour Office to make studies on the following subjects : methods adopted to decrease or eliminate the various causes of decreased production (accidents, ill-health, irregularity and instability of employment, barren disputes, etc.); the progress of the spirit of collaboration between employers and workers; the effects of rationalisation on the condition of the workers; workers' dwellings and housing conditions of the workers; dangers involved in the work of motor-car drivers and other workers in the motor-transport industry; dangers involved in the one-man system of locomotive driving; collective agreements in agriculture; the efforts made and the results obtained in various countries in the re-education and re-employment of the disabled; the conditions of work of men, women and children employed in the textile industry; the opinion of workers' circles with regard to calendar reform.

By 69 votes to 17, the Conference adopted a Resolution asking that the International Labour Office should continue to study the question of freedom of association with a view to its being placed again on the agenda of a forthcoming Session of the Conference.

A Resolution in favour of the establishment of voluntary associations to make known the work of the International Labour Organisation and to encourage the ratification of Conventions was adopted by 56 votes to 18. Other Resolutions adopted concern measures taken by States Members with a view to submitting to the competent authorities within the time limits fixed by the Treaty the Draft Conventions and Recommendations voted by the Conference; and the establishment by States Members of Government departments dealing with labour questions.

The Conference by 73 votes to 6 remitted for examination to the Governing Body a draft Resolution and amendments concerning the official languages of the Organisation.

In this connection reference should be made to the practical progress realised by the system of simultaneous telephonic translation applied for the first time at the Conference. The Conference expressed its gratitude to Mr. E. A. Filene, of Boston, who was the first to think of the system and without whose constant encouragement and generous assistance the Office would have been unable to undertake this experiment and bring it to a successful conclusion.

THE DIRECTOR'S REPORT

The Conference, as in previous Sessions, included as one of its essential features a full discussion of the Report in which the Director of the International Labour Office gives an account of the work of the Organisation and of the main events in the field of social development in the previous year. It was evident from this discussion that there is a general will to maintain and develop the work of the Organisation, and in particular to secure its closer participation in the activity of the League of Nations in the economic field. The attention of the Conference was, however, as usual especially concentrated on the ratification and application of Conventions. The problem was discussed of the consequences for the future of the Washington Eight-Hour Convention of the British proposal of revision. During the discussion the representative of Great Britain made the following formal declaration :

"The British Government, while adhering to the principles of the Washington Convention and proceeding in the light of what was discussed at the London Conference, desires, as a means of ensuring progress, to define those principles more precisely, thus laying the basis for uniformity and providing what is needed to secure that international action is practicable."

Mr. Albert Thomas, in his reply to those who had spoken on his Report, emphasised the importance of this declaration. He gave an account of the situation of the Organisation with regard to the eight-hour day after the decision of the Governing Body rejecting the proposal to begin immediately the procedure of revision and inviting the Director to prepare on all the Conventions voted in Washington in 1919 the reports which these Conventions provide should be presented at least once in ten years, and to submit them on completion to the Governing Body. He showed that the question of the revision of the Conventions was one of the gravest brought before the Organisation for some years. "Does not the legislation which exists in accordance with these Conventions run the risk of being prejudiced by modifications satisfactory to certain States which have not yet ratified but unsatisfactory to the States which have ratified? How will the two Conventions live side by side : the old Convention and the new Convention? These are the legal problems which the Governing Body has begun to examine. They will necessarily come before the International Labour Conference. These problems are vital for the future of our Organisation."

The Director noted that the British proposal of revision had not brought to a stop the movement for the ratification of the Eight-Hour Convention. Since the British proposal was made, Luxemburg had unconditionally ratified, Spain had conditionally ratified, and Cuba had announced ratification. Conditional ratification at least indicated that the ratifying countries considered that the Convention as it stood at present was an applicable and practicable Convention.

In the case of the Conventions as a whole, ratification had made considerable progress in recent months. The number of ratifications registered now amounted to 305.

Progress had also taken place from the point of view of the application of the Conventions and the mutual engagements which guarantee it. "Two years ago the Committee on Article 408 was established. Last year when the Committee of Experts made its report, objections were made in the Conference itself. The experts themselves were troubled by this. At the beginning of their session this year they asked what was the value of the work that they accomplished and if this work was really useful. They were shown the replies given by the Governments; they were told that before the present Session the supplementary information that seemed necessary to them would be asked for. I consider it as a characteristic of the development of the moral authority of our Organisation that almost all the requests made to States for fresh information have been replied to and that they have all made every effort without fear of any legal sanction, without any procedure of control, to show the endeavours that they were making to apply the Conventions.

"I have no hesitation in stating that if the Conference perseveres, if the method established by the Committee on Article 408 is developed, a new guarantee will be established for States desiring to ratify."

Mr. Albert Thomas surveyed the other problems that may be raised by the ratification of Labour Conventions. He emphasised economic problems and their relations with social problems. Then, as is his custom, replying to the observations made and the wishes expressed during the discussion, he spoke of the activity of the Office and of the developments that it necessitated : development of publications in official languages and in non-official languages, development of closer relations with all countries, increase in the number of officials of different nationalities, increase of correspondents' offices, journeys of the Director and the Deputy-Director, etc. All the desires expressed on these various questions indicate the growing confidence shown in the Organisation.

"It is an encouragement", added the Director, "to see a Conference like this in which the most distant countries take so active and intense a part; in which Latin-America participates with new intensity with its fourteen delegations, with its President of the Conference, the eminent representative of the Argentine Republic, Dr. Saavedra Lamas, with complete delegations, with workers representing new trade union organisations, free at once from the pure corporatism and the anarchical agitation of the workers' federations of times past, and including sometimes 140,000 to 150,000 members. When we see them here working for closer participation and promising ratifications, is this not a reason to be confident?"

Mr. Albert Thomas then showed how the necessities of life itself lead to the extension of the field of study of the International Labour Organisation.

"It results from this extension that the problems brought before us may not always be pure labour questions. It is possible that general theories may conflict. I raised the question last year; I raised it again in this year's Report. Discussions have already taken place before the Conference. I would consider that I am not worthy to fill the office of Director of the International Labour Office if I should close my eyes to problems of this kind. I have also the right to say that I have never pretended to produce a solution. It is not possible during a rapid journey to form a judgment and appreciation of great institutions. I have asked that the problem should be discussed here in the spirit of the Organisation; that is to say, with the will to try to find in all institutional systems, in all political systems the way in which the protection of the workers and the ratification of International Labour Conventions may develop, the way in which the work of the International Labour Organisation may be accomplished.

"I may be mistaken, for every man is fallible, but I have the right to say that this scientific study is the only one which is proper to the direction of an institution like ours. I have the right to say that I have never abandoned this attitude. If this attitude of obtaining objective information, of making documentary enquiries indispensable to provide proper bases for conflicts of principle, may give rise to incorrect interpretations in the outside world because of my relations of friendship and of party, because of my fidelity to my political ideas, that question must be discussed outside this hall. Here I wish to remain within the limits of the accomplishment of my duty. I am persuaded that within the Conference itself problems are being discussed and solutions are being sought. Mr. Olivetti said that all roads lead to Rome. This is an old saying which was quite true in the Middle Ages, but to-day there are roads which pass through Rome and all come back to Geneva. It is in this spirit that we wish to carry out our work. I know that sometimes this scientific study may give rise to criticism; I know that I may be accused of not immediately seeing realities and of wishing always and at all costs to encourage optimism. It is true. Each man has his duty to perform. In the Middle Ages, in the great organisation which sought to establish peace on earth, there were two classes of men who were responsible for the faith and the belief that were common to them : the Seculars and the Regulars. It was the difficult task of the Seculars to seek how faith may find its way in daily realisation. It was the task of the Regulars to recall constantly the nature of the faith in its strictness and its rigidity. It was the fate of the Seculars to be regularly corrected by the Regulars. Nevertheless, both parties were essential to the working out of the common destiny.

"If my mind is too indulgent, if sometimes I am apt to allow myself, in seeking every measure that may aid the International Labour Organisation, to judge too generously and too indulgently certain questions of a political or other character, I will be content to think that this may perhaps be a defect of my character, but that none the less this defect may be of service to an Organisation where mutual respect for ideas and équality of discussion must be established.

"To conclude on a more serene note, let me quote something. When after hard-fought battles I have a chance of reading something, I find in my reading some thought or other which brings peace to me. The other day, re-reading the Legend of Francis of Assisi this is what I found. Whenever Francis found some bit of writing, either about matters divine or matters human, on the road, in a house, on the pavement, he collected it with the greatest respect and placed it in some sure or sacred place, thinking that there might be in it the name of God or something relating to God. When one day certain Brothers asked him why he collected every bit of writing so carefully, even the writings of the pagans where the name of the Lord did not appear, he replied, 'My sons, I do it because in these writings are to be found the letters of which the glorious name of God is composed.'

"Let us therefore also collect these bits of truth, of justice and of peace that are to be found in the world. Let us bring them together, let us condense them. This will be the best way of working for the International Labour Organisation."

The same impression of reasoned optimism was to be found in the closing speech of the President, Dr. Saavedra Lamas.

"Your work", he said, "marks continuous progress. Its character of universality grows from day to day. In addition to the character of universality your Organisation has a special democratic character which makes of it the expression of the direct representation of peoples. The chief honour of this Organisation is the workers' delegations freely elected by the workers themselves. To these I attach the highest significance because the workers bring here the aspirations which come from the very fountains of the soul of the people.

"It may therefore be said that if international conferences are, as the President of the United States declared, the best way of arriving at a higher civilisation, our Conference realises more than any other the thought of Ruskin when he stated that the obstacle to progress and peace between the nations is their mutual ignorance. "

The Election of the Governing Body

The Conference proceeded to the election of the Governing Body of the International Labour Office.

In accordance with Article 393 of the Peace Treaty, the Governing Body is elected for three years. It is composed of 24 members, 12 representing Governments, 6 elected by the delegates to the Conference representing the employers, and 6 elected by the delegates to the Conference representing the workers.

Of the 12 members representing Governments, 8 are appointed by the States of chief industrial importance, at present Belgium, Canada, France, Germany, Great Britain, India, Italy, and Japan. The other 4 are appointed by States elected by the Governmental delegates at the Conference with the exception of the delegates of the 8 States mentioned above.

The workers' group and the employers' group are free to elect their representatives to the Governing Body. The workers' delegates and the employers' delegates to the Conference are themselves appointed in agreement with the most representative organisations of workers and employers and enjoy absolute freedom of vote. The workers' and employers' members of the Governing Body thus hold their powers directly from the great organisations of workers and employers. This method of election assures to the Governing Body of the International Labour Office, as to the Conference itself, a character of real democratic representation.

It will be remembered that the Conference in its Fourth Session in 1922 adopted an amendment to Article 393 with a view to increasing the number of members of the Governing Body to 32, 16 representatives of Governments, 8 representatives of employers and 8 representatives of workers. This amendment, the object of which was to secure a wider representation of extra-European countries, has secured 38 ratifications. It is necessary to have 42 before the amendment becomes effective. There is every ground to hope that the 4 ratifications which are still needed will be obtained soon and that the Governing Body may then be enlarged in accordance with the desires of extra-European countries. In the meantime the Conference elected the Governing Body of 24 members in accordance with the provisions of Article 393 as it stands.

Governments. — The following were elected : SWEDEN, by 52 votes out of 54 voting; SPAIN, by 52 votes out of 54 voting; ARGENTINA, by 52 votes out 54 voting; POLAND, by 45 votes out of 54 voting.

The following were elected :

Employers. — Titular members : Messrs. GEMMILL (South Africa); HODAČ (Czechoslovakia); LAMBERT-RIBOT (France); OLIVETTI (Italy); VOGEL (Germany); FORBES WATSON (Great Britain). Substitute members : Messrs. TZAUT (Switzerland); OERSTED (Denmark); CORT VAN DER LINDEN (Netherlands); ČURČIN (Serb-Croat-Slovene Kingdom); GÉRARD (Belgium); FUJITA (Japan).

Workers. — The following were elected : Titular members : Messrs. JOUHAUX (France); MERTENS (Belgium); TOM MOORE (Canada); MÜLLER (Germany); POULTON (Great Britain); THORBERG (Sweden). Substitute members : Messrs. HUEBER (Austria); SCHÜRCH (Switzerland); CABALLERO (Spain); ZULAWSKI (Poland); JOSHI (India); SUSUKI (Japan).

The new Governing Body appointed the following officials : President : Mr. Arthur FONTAINE, French Government delegate. Vice-Presidents : Mr. HODAČ, employers' delegate of Czechoslovakia, and Mr. POULTON, workers' delegate of Great Britain.

The Governing Body will hold its next Session at Warsaw from 5 to 9 October.

THE FORTIETH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met on 28 May, under the chairmanship of Mr. Arthur Fontaine, and considered the proposal put forward by the British Government with regard to the revision of the Washington Hours Convention.

After a thorough discussion of the question, in which members of the Government, employers', and workers' groups participated, the three following motions were put before the Governing Body :

1. A Resolution of Mr. Wolfe, representative of the British Government, to the effect that the Director of the Office should be instructed to present a report on the Washington Hours Convention in accordance with the general rules of procedure for revision of Conventions, established by the Governing Body at its last session.

2. A Resolution of Mr. Lambert-Ribot, French employers' representative, to the effect that the Director should be instructed to present at an early Session of the Governing Body a report on the Hours Convention, in accordance with the Article (which appears in all the Conventions) providing that a report shall be submitted at least once in ten years on the working of the Convention.

3. A Resolution of the Chairman, Mr. Arthur Fontaine, to the effect that the Director should be instructed to prepare reports on the working of all the Conventions adopted at Washington in 1919—not on the Hours Convention only—in accordance with the Article of each Convention calling for a report at least once in ten years, and to submit the reports to the Governing Body as and when they are completed.

The Workers' Group declared that they would accept only the third motion, as it was the only one which prevented the initiation of a special treatment for the Hours Convention.

Finally, the Governing Body adopted the motion of Mr. Arthur Fontaine.

The Governing Body then considered the proposal of the Belgian Government to bring up to date the enquiry already carried out by the International Labour Office into wages and hours of work in coal mines, and to extend it to cover conditions of work as a whole in coal mines. It was decided to call a meeting of the Committee on Mines before the October Session, for the purpose of defining the methods by which such an extension of the enquiry might be carried out.

The Governing Body met again, during the Conference, on 6 June, to examine a report put before it by its Finance Committee and its Refugees Committee on the draft budget of the Refugee Service for 1929. This report was adopted, as was also the draft budget.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 8. August.

This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 July 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 313.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office was informed, in the period 21 June to 20 July, of the registration of 8 new ratifications :

> The registration of the ratification by *Cuba* of the Convention concerning the use of white lead in painting, the Convention concerning the minimum age for the admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning seamen's articles of agreement, and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).
>
> The registration of the ratification by *Esthonia* of the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).
>
> The registration of the ratification by *Portugal* of the Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at its First Session (Washington, 1919), and the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE LEGAL STATUS OF REFUGEES

From 28 to June 1928, a Conference of Government representatives met in the International Labour Office to discuss chiefly the legal status of refugees.

This Conference had been convened by the High Commissioner for Refugees of the League of Nations, in accordance with a resolution of the Assembly of the League of Nations held in September last.

The officers of the Conference were : Mr. Delaquis (Switzerland), President, and Messrs. de Navailles (France) and Fotitch (Serb-Croat-Slovene Kingdom), Vice-Presidents. The following Governments were represented : Austria, Belgium, Bulgaria, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece, Latvia, Poland, Rumania, the Serb-Croat-Slovene Kingdom, and Switzerland.

The Conference decided to admit Russian and Armenian legal experts to take part in its deliberations in an advisory capacity. It also decided that the sittings at which the general discussions on the items on the agenda would take place should be public.

The Conference adopted an Arrangement relating to the legal status of Russian and Armenian refugees, in which it was recommended that the High Commissioner for Refugees should, through the appointment of representatives in as large a number of States as possible, assure the following services so far as they are not performed by the national authorities :

(*a*) Certifying the identity and the status of the refugees;

(*b*) Certifying as to the situation of the refugee's family and their civil status in so far as these result from events which occurred in the refugee's country of origin;

(*c*) Attesting the regularity, legality, and conformity to the old law of of the country of origin of the refugees of documents issued in such countries.

(*d*) Certifying the signatures of refugees, the copies and translations of papers drafted in their language;

(*e*) Attesting *vis-à-vis* the authorities of the country the respectability and the good conduct of the refugee, his previous service, his occupational qualifications, his university or academic qualifications;

(*f*) Recommending the refugee to the competent authorities, in particular for questions of visa, *permis de séjour*, admission to schools, libraries, etc.

The representatives are to be appointed and to carry out their duties by agreement with the Governments concerned. In countries where such duties are already carried out by semi-official bodies, the High Commissioner may have recourse to these bodies.

Each Government will decide whether documents drawn up by these representatives shall be officially recognised. It is recommended, in any case, that Governments take account of such documents as far as possible.

It is understood that the activities of these representatives will not be of a political nature, and will not involve any interference in the functions of the authorities of the country of residence.

It is further recommended that in countries where the former Russian and Armenian law is no longer recognised, refugees should be governed by the law of their place of domicile or habitual residence, or, failing such, by the law of their place of residence.

It is recommended that the enjoyment of certain rights and benefits granted to foreigners by reciprocal agreements should not be withheld from refugees, that regulations relating to foreign labour should not be strictly applied to Russian and Armenian refugees in their country of residence, and that for purpoes of taxation refugees should be subject to the same treatment as nationals of their country of residence.

It is further recommended that measures of expulsion or similar measures should be avoided or suspended, in regard to Russian and Armenian refugees, when the refugee with regard to whom such a measure is proposed is unable to enter in a regular manner into a neighbouring country. This regulation does not cover the refugee who has penetrated a territory, intentionally infringing national provisions. On the other hand, it is recommended that in no case should the identity cards be withdrawn.

Finally, it is recommended that the identity certificates of refugees should be visaed and prolonged by the simplest possible procedure, and with a minimum of formalities, and that refugees should be subject to no special regulation as regards their movements within their country of residence.

The Conference recommended the adoption of these resolutions to the States represented at the Conference, to the Members of the League of Nations, and also to States that are not Members of the League of Nations. It expressed the desire that representatives of the Governments at the forthcoming session of the Assembly of the League of Nations should be in a position to give information with regard to the action to be taken in respect of the measures included in this Arrangement.

In addition to the question of the legal status of Russian and Armenian refugees which the Conference had been instructed to consider by the Assembly of the League of Nations, the Conference had brought to its attention, by a resolution of the Council of the League of Nations, the question of the extension to other categories of refugees of certain measures taken in favour of Russian and Armenian refugees. In this connection it adopted a second Arrangement containing the following resolutions :

> (1) The measures taken in favour of Russian and Armenian refugees, provided for by the Arrangements of 5 July 1922, 31 May 1924, and 12 May 1926, shall be extended to Turkish, Assyrian and Assyrian-Chaldean refugees, and refugees assimilated thereto.
>
> (2) With regard to the definition of "refugee", the Conference adopted the following definitions :
>
> *Assyrian, Assyrian-Chaldean, and Assimilated Refugees.* — All persons of Assyrian or Assyrian-Chaldean origin, together with, by assimilation, all persons of Syrian or Kurdish origin who do not enjoy or no longer enjoy the protection of the State to which they belong and have not acquired or do not possess another nationality.
>
> *Turkish Refugees.* — All persons of Turkish origin, formerly subjects of the Ottoman Empire, who, in virtue of the Protocol of Lausanne of 24 July 1923, do not enjoy or no longer enjoy the protection of the Turkish Republic and who have not acquired another nationality.

The Conference recommended the adoption of this Arrangement to the States represented at the Conference, to Members of the League of Nations, and to States not Members of the League of Nations.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important Studies and Reports. Special mention may be made of the following :

Sickness Insurance and Public Health in Germany

A study entitled "Benefits of the German Sickness Insurance System from the Point of View of Social Hygiene", prepared by two eminent specialists—Dr. Franz Goldmann (Research Member of the Principal Health Office of the Municipality of Berlin) and Dr. Alfred Grotjahn (Professor of Social Hygiene at the University of Berlin)—has just been published by the International Labour Office (1).

The study describes the part played by sickness insurance benefits in the vast organisation of social health institutions in Germany. It gives an account of the benefits, estimates their value from the point of view of public health, and analyses the work done and results obtained by insurance in reducing the risks of infection, preventing disablement, and maintaining the health of the insured persons and their families, who together form half the total population of Germany. Finally, the authors draw the outlines of a national health programme for the State, and examine the relations which exist or ought to exist between insurance institutions and public health services.

It is hoped that this volume will prove a valuable contribution to the study of the problems of co-ordination and collaboration between public health authorities and social insurance institutions for the prevention of disease, which, in accordance with a decision of the Sixth Assembly of the League of Nations, has been undertaken conjointly by the Health Section of the League and the International Labour Office, with the help of an international committee of experts in social insurance and in public health.

Freedom of Association

The second of the five volumes of the study on "Freedom of Association", which is being published by the International Labour Office, has just appeared (2). The present volume contains monographs on the history, legal status, and actual position of trade unions in Great Britain, the Irish Free State, France, Belgium, Luxembourg, the Netherlands, and Switzerland.

It will be remembered that the first volume, which appeared in December 1927, was devoted to a comparative international survey of trade union law.

In the various monographs, a uniform method has been followed so far as possible. The first part traces the history of the trade union movement and trade union law; the second part is devoted to the present legal status of associations; the third part deals with the possible forms of action by trade unions in the various departments of social and economic life, and the limits of such action. The conclusion deals with the position of trade unions in law and in fact. An effort has been made to study not only the national legislation relating to trade unions but also the relevant legal decisions and administrative practice and the actual position of trade unions.

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(1) *Studies and Reports*, Series M (Social Insurance), No. 8. Price : 4s.; $1.

(2) *Studies and Reports*, Series A (Industrial Relations), No. 29. Price : 5s.; $1.25.

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

1928. No. 9. **September.**

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 20 August 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 325. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 28.

Between 21 July and 20 August the International Labour Office was informed of the registration of twelve new ratifications :

> The registration of the ratification by *Cuba* of the Convention concerning the employment of women before and after childbirth, the Convention concerning employment of women during the night, the Convention concerning the minimum age for admission of children to industrial employment, and the Convention concerning the night work of young persons employed in industry, adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning the minimum age for admission of children to employment at sea, the Convention concerning unemployment indemnity in case of loss or foundering of the ship, and the Convention for establishing facilities for finding employment for seamen, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, and the Convention concerning night work in bakeries, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).
>
> The registration of the ratification by the *Netherlands* of the Convention fixing the minimum age for the admission of children to industrial employment, adopted by the International Labour Conference at its First Session (Washington, 1919).

INCREASE IN MEMBERSHIP OF THE GOVERNING BODY

The International Labour Office has been informed of the ratification by Persia and Chile of the amendment to Article 393 of the Treaty of Versailles, adopted by the International Labour Conference at its Fourth Session in 1922.

Article 393 fixes the number of members of the Governing Body of the International Labour Office at twenty-four, twelve representing Governments and six each employers and workers. At its Fourth Session the International Labour Conference voted an amendment to this Article to bring the number of members of the Governing Body to 32, sixteen representing Governments, eight representing employers, and eight representing workers. The object of the amendment is to ensure a larger representation in the Governing Body of extra-European countries, and thus give it a composition more in keeping with the universal character of the Organisation.

To take effect, the amendment must be ratified by 42 States. So far, including the ratifications of Persia and Chile, it has been ratified by 40 countries. Only two further ratifications are therefore required in order to allow the membership of the Governing Body to be increased, and thus provide for the direct representation of more extra-European countries.

THE FORTY-SECOND SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office will meet on 5 October 1928 at Warsaw. The following questions are on the agenda :

1. Approval of the minutes of the forty-first Session.
2. Appointment of the Committees of the Governing Body.
3. Proposal to add an item to the agenda of the Maritime Session of the Conference in 1929 (certificates of competency).
4. Agenda of the 1930 Conference.
5. Conference on Silicosis at Johannesburg : state of the negotiations.
6. Effect to be given to the Resolutions adopted by the Conference at its Eleventh Session.
7. Re-appointment of the members of the Committee on Article 408.
8. Decisions of the League of Nations affecting the International Labour Organisation.
9. Report of the Finance Committee.
10. Record of the meeting of the Permanent Migration Committee.
11. Report of the Committee on Working Conditions in Coal Mines.
12. Director's Report.
13. Date and place of the next Session.

PREPARATIONS FOR THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

In anticipation of the Twelfth Session of the International Labour Conference in 1929, the International Labour Office has issued to the Governments of all States Members of the Organisation questionnaires on the prevention of industrial accidents, and on the protection against accidents of workers engaged in the loading or unloading of ships.

The Governing Body of the International Labour Office at its thirty-fourth Session in January 1927 placed on the agenda of the Eleventh Session of the Conference in 1928 for preliminary discussion the question of the prevention of industrial accidents, including coupling accidents on railways. The Eleventh Session, therefore, had before it a "grey" Report on the subject, prepared by the Office and concluding with a draft questionnaire. The Report and draft questionnaire treated the question of the prevention of accidents as a general industrial problem which could form the subject of a Recommendation. It also dealt with certain special aspects of the question which seemed to call for separate examination and to be susceptible of being dealt with by Draft Conventions. The special question were:

(1) The prevention of coupling accidents on railways;
(2) The indication of the weight of heavy packages;
(3) The limitation of the weight of sacks or bags;
(4) The protection against accidents of workers engaged in the loading and unloading of ships;
(5) The prohibition of the sale of unprotected machinery.

In view of the importance and diversity of the questions that were put before it, the Conference began by a general discussion on the "grey" Report. As a result of this discussion, the Conference appointed three Committees to deal with the different questions under consideration—a General Committee on the prevention of industrial accidents, a second on coupling accidents, and a third on the protection against accidents of workers engaged in loading or unloading vessels.

The General Committee had first to examine the various parts of the draft questionnaire dealing with the general problem of the prevention of accidents, including the prohibition of the sale of unprotected machinery. By virtue of a previous decision, it was also asked to study the question of the indication of weight of heavy packages, and the limitation of the weight of sacks or bags. These two last questions were originally handed over to the Committee on the protection against accidents of workers engaged in loading or unloading vessels. They were transferred to the first Committee in view of their general character.

The first Committee presented the Conference with a report containing a revised draft questionnaire. This draft followed with certain modifications the lines of the text proposed by the International Labour Office. It was divided into two sections, the first dealing with the general principles of accident prevention and envisaging the adoption of a Draft Recommendation, and the second dealing with the indication of the weight of heavy packages, which it was suggested might lead to a Draft Convention or Recommendation. The Committee recommended that the questionnaire should not deal with the other two questions submitted to it, that is to say, the limitation of the weight of sacks, and the prohibition of the sale of unprotected machinery.

In its discussion of the report of the Committee, the Conference decided by 64 votes to 32 to modify the draft questionnaire by the addition of a question somewhat different from that proposed by the Office on the prohibition of the sale of unprotected machinery. The Conference adopted the draft questionnaire in its revised form by 94 votes to 5. It then decided unanimously by 123 votes, that is to say, by the necessary two-thirds majority required under Article 6 of the Standing Orders and Article 402 of the Treaty of Versailles, to put the the subject of the prevention of industrial accidents on the agenda of the 1929 Conference for a second and final discussion.

The first question then on the agenda of the 1929 Session is the general problem of the prevention of accidents, including the two special points mentioned above. It will not deal with the subject of automatic coupling on railway rolling stock, nor with the protection against accidents of workers engaged in the loading and unloading of vessels. These two questions were examined by special Committees at the Eleventh Session and formed the subject of separate decisions.

As regards the prevention of coupling accidents, the Conference adopted a Resolution asking that the International Railway Union should continue to pursue its studies on the subject and inform the International Labour Office of the conclusions reached as soon as possible, and in any case within two years. The Resolution also calls for the setting up by the Governing Body of the International Labour Office of a Joint Committee of twenty-one persons representing Governments, employers, and workers, to study the technical aspects of the question, to keep in touch with the work of the International Railway Union, and to report as soon as possible.

As regards the protection against accidents of workers engaged in the loading and unloading of vessels, the Special Committee submitted to the Conference a report which advocated the sending out of a questionnaire which would not be limited to the prevention of accidents on board ship, but would deal with any accidents arising out of the loading or unloading of vessels, whether on board ship or on the docks. The proposed questionnaire contains a list of different matters which could engage the attention of Governments in this connection.

After a short discussion, the Conference adopted the Committee's draft without modification by 101 votes to nil. It later decided unanimously by 121 votes, that is to say, the necessary two-thirds majority required under the appropriate Article of the

Treaty of Peace, to put the question of the protection against accidents of workers engaged in the loading and unloading of vessels on the agenda of the 1929 Conference for a second and final discussion.

The draft questionnaire adopted by the Conference asks the opinion of Governments, not only on the general problem of accidents to workers engaged on loading and unloading vessels, but also on the safety measures which should be adopted in their interests.

It should be pointed out that the list contained in the questionnaire is not to be considered as closed, but merely as an indication of various points to be considered by Governments in replying to the questionnaire. Governments are naturally free to propose that some of the items mentioned should not be retained on the agenda. They are similarly free to suggest additional points for discussion.

It is under these conditions that the two questionnaires have been finally drafted by the International Labour Office and issued to Governments, in accordance with the Article of the Standing Orders which delegates to the Office the responsibility of making such drafting modifications in the questionnaires as may be necessary after their general approval by the International Labour Conference. On the basis of the replies received from Governments, the International Labour Office will have to draw up for the next Session of the Conference "blue" Reports on the prevention of industrial accidents, and the protection against accidents of workers engaged in the loading and unloading of vessels. It must be borne in mind that, by a special Resolution of the last Conference, the Report on the protection against accidents of workers engaged in the loading and unloading of ships will require to be submitted to the Joint Maritime Committee prior to the Conference for their expert opinion on the maritime aspects of the subject under discussion.

LATEST PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

"The Conditions of Work and Life of Journalists"

The International Labour Office has just published a report that it has undertaken, at the request of the International Association of Journalists accredited to the League of Nations, on the conditions of work and life of journalists.

This report calls attention to the increasing importance of the press in modern life. The number of newspapers has increased extraordinarily. In Germany there were 3,812 daily and 4,309 weekly papers in 1926; 1,100 in Belgium, 1,500 in Canada, several thousand in China, more than 2,000 in Spain. In Denmark, in addition to 750 weekly and monthly papers, there are 320 newspapers with a total circulation of 1,100,000 copies, that is to say, one copy per three inhabitants. In the United States, in 1920, there were 2,400 daily and 14,800 weekly papers. The total circulation of daily papers in that country in 1914 was 28,700,000 : in 1923 it was 35,730,000. Similar progress has taken place in France. In Paris alone there are more than a hundred daily papers, several of which have a circulation of over 500,000. In Great Britain there are 2,400 papers, one of which has a circulation of over a million. In Italy and in Holland there were a thousand periodicals, more than 3,000 in Japan, and more than 5,000 in Poland at the end of 1924. In Switzerland there are 2,000 newspapers and magazines, equivalent to one per 2,000 inhabitants. In Czechoslovakia there are also 2,000, 710 of which are published in Prague alone.

In recent years, journalism has developed into an industrial enterprise, and a big newspaper to-day is run on very similar lines to that of any other large industrial undertaking. Advertising alone has reached extraordinary proportions. In 1925 the newspapers of the United States of America are estimated to have made 750 million dollars from advertisements. A French paper reckons its advertisement pages as worth 5 million francs. The cost of publication of English newspapers amounted in 1926 to a total of over £10,000,000.

It would not, of course, be true to say that this degree of commercialisation has spread equally to every country. It can, however, be stated, generally speaking, that the introduction of modern methods has profoundly influenced the conditions of journalism. Journalists find themselves faced with difficulties arising on the one hand from the evolution of journalistic methods and on the other from the after-war economic crisis, which affected all categories of workers and more particularly intellectual workers. The consequences were both material and moral. The International Labour Office has endeavoured to ascertain the causes and remedies in consultation with different national and international journalists' organisations, in the front rank of which should be put the International Association of Journalists accredited to the League of Nations, and the International Federation of Journalists constituted in 1926.

The Labour Office report deals in turn with the general question of the profession of journalism, the conditions of entry into the profession, security of tenure, conditions of employment, hours of work, salary scales, etc., provision for sickness, old age and kindred risks, provision against unemployment, facilities for finding employment, and other matters affecting their life and work. The constitution of a consultative committee of intellectual workers attached to the International Labour Office will ensure to journalists, as to their colleagues in other intellectual careers, a means of voicing their grievances and a channel for the study of problems susceptible of international solution.

A Further Volume of "Freedom of Association"

The International Labour Office has just published the English text of a further volume of its report on freedom of association. The first volume appeared in December last and contained a comparative analysis of the legal systems in force in the different countries. The second volume appeared in March and comprised monographs on freedom of association in Great Britain, the Irish Free State, France, Belgium, Luxemburg, the Netherlands, and Switzerland. The third volume contains monographs on Germany, Austria-Hungary (pre-war), Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden, and Finland. Two further volumes will supply monographs on the remaining countries.

Each of these monographs deals not only with the national legislation relating to trade unions, but also with the relevant legal decisions and administrative practice, and the actual position of the trade unions in the country concerned.

It will be remembered that in 1927 the International Labour Conference decided that the question of freedom of association should not figure on the 1928 agenda, and the possibility of arriving at an international agreement on the subject was thus postponed. This decision, however, in no way lessens the importance of the collection of material on the subject. Moreover, the Conference at its last Session adopted a Resolution asking the International Labour Office to continue the study of the question, in order that it may be put before the Conference again at some later date.

"Methods of Compiling Housing Statistics"

An important enquiry into methods of compiling housing statistics has recently been issued by the International Labour Office.

The urgent need for more houses has led many countries to adopt hasty measures as a palliative to an intolerable situation. Before the war in most countries the construction of dwelling houses was regarded by the competent authorities as being exclusively a matter for private enterprise. When Governments and municipal authorities were led to intervene directly in the question, they endeavoured to secure accurate information on which to base their housing policy. The inadequacy of existing statistics and the difficulty of making use of them for comparative purposes then became apparent. It was for this reason that the International Labour Office undertook to examine the possibility of arriving at a uniform system for the compilation of housing statistics to enable countries to profit by each other's experience.

To do this, the Office made use of material collected by the municipal authorities of many large towns, including Amsterdam, Basle, Berlin, Brussels, Budapest, Florence, Frankfort, The Hague, Hamburg, London, Lyons, Manchester, Munich, Oslo, Prague, Stockholm, Warsaw, and Zurich. Nor have its investigations been confined to municipal statistics alone; it has also put under contribution national statistics, the completion of which has made considerable progress in recent years. It is the outcome of these investigations which the International Labour Office is now publishing. The report will constitute a further important contribution to the study of the housing problem.

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PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

1. **INTERNATIONAL LABOUR REVIEW** (*Monthly*).

Contains articles on problems of industry and employment, based on special knowledge and research. In some cases, these articles are contributed by leading economists or other persons of authority on industrial and labour affairs. In other cases, they are the outcome of the scientific study by the International Labour Office of questions coming directly under its examination.

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2. **INDUSTRIAL AND LABOUR INFORMATION** (*Weekly*).

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Price., 2s.; $50

9. **MONTHLY RECORD OF MIGRATION** (*Monthly*).

Price : per No., 8d., 15 cents; per year, 8s.; $2.00

10. **DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE** (*Annual*).

The Questionnaires* and Reports* issued by the Office in preparation for the Sessions of the Conference, the *Report of the Director of the I. L. O., the Final Record of each Session, and the authentic texts of the Draft Conventions and Recommendations adopted at each Session.

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Workmen's Compensation in the United States. 103 pp.	1s. 6d. ; $0.40
*Seamen's Articles of Agreement. 890 pp.	16s. ; $4.00
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All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any publication will be sent free on demand. Address : INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland, or its National Correspondents :

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 10. October.

This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 September 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 327. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 28.

Between 21 August and 20 September the International Labour Office was informed of the registration of two new ratifications, namely :

> The registration of the ratification by *Germany* of the Convention concerning workmen's compensation for occupational diseases, and of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE NINTH ASSEMBLY AND THE INTERNATIONAL LABOUR OFFICE

In the course of its last Session, the Assembly of the League of Nations examined a certain number of questions relating directly to the work of the International Labour Organisation.

In the first place, it assigned particular importance to the discussion of the budget both in the Fourth Committee and in the Plenary Session, and the budget of the Organisation was adopted, as presented by the Governing Body of the Office, without modification.

In the Fourth Committee criticisms were made by the delegates of Great Britain, Norway, Switzerland, and India. They were directed against the holding in 1929 of two separate Sessions of the International Labour Conference and the creation at the International Labour Office of seventeen new posts, including a post of chief of division. Some speakers asked for the stabilisation of the budget of the International Labour Office and of those of the other institutions of the League. The delegate of Switzerland stated that the International Labour Organisation voted too many Conventions, while the International Labour Office published too many publications. It would be desirable, he said, to slow up a little the rhythm of this activity. Other observations were made with regard to the representation of various nationalities in the staff of the Office.

The Director replied to these various criticisms. While expressing himself in agreement with the principle of economy, he asked that it should not be forgotten that budgetary stabilisation could only be relative; for the International Labour Office, like the League of Nations itself, was a young organism whose growth could not yet be limited. None the less, budgetary stabilisation was, in fact, realised, since for eight years the budget of the Office had oscillated between about 7 and 8 ½ million francs. The budget of 1929 was no larger than that of 1921. Yet the activity of the International Labour Organisation necessarily followed the development of economic and industrial life. The adoption of new Conventions was determined by the very rhythm of life, which year by year brought to the fore problems concerning new categories of workers. The moral value, as an example and as a model, even of an unratified Convention, was considerable. The systems of legislation of new countries and of reconstituted countries were largely inspired by the work of the International Labour Conference.

Turning to the publications of the Office, the Director pointed out that they were more and more appreciated. The increase in sales was an evidence of this. It had made it possible to pass from an estimate of receipts of 45,000 francs in 1924 to 170,000 francs in 1929.

The normal development of the activity of the Organisation rendered indispensable the new posts, the establishment of which had been voted by the Governing Body. The new Division would co-ordinate the work of the existing Administrative Section and Editorial Section. Its Chief would be responsible for the general direction of the administration of the Office. This would enable the Director and the Deputy Director to devote themselves better than they could do at the moment to the general direction of the Office.

With regard to the interval between the two Sessions of the Conference in 1929, the Director observed that it had been decided by the Governing Body, after consulting all the Governments and groups concerned. It was a necessity of policy. It importe was that at the Maritime Conference only the countries concerned with maritime questions should be represented.

In reply to the observations concerning the "representation" of nationalities in the Office, the Director was led to indicate exactly the practice constantly followed since the start for the recruitment of the staff, a practice constantly approved by the Governing Body, a practice, finally, which was entirely in conformity with the principles recalled by the Fourth Committee itself during the discussion of the budget of the Secretariat, namely: priority of consideration to efficiency, the systematic employment of the procedure of examination, equitable representation of nationalities apart from all consideration of political influence, the maintenance of reasonable opportunities of promotion for the staff of the Office.

Finally, the Director was led to speak of the constitutional problem raised in the course of the general discussion : What are the respective rights and powers of the constituent authorities of the International Labour Organisation on the one hand, and of the Assembly on the other hand, with regard to the budget of the International Labour Office ?

Mr. Albert Thomas recalled that the budget which he defended before the Fourth Committee had previously been adopted by the Governing Body of the International Labour Office. Referring to the decision taken by the Council of the League of Nations at San Sebastian, he brought out the fact that it was for the Governments represented in the Governing Body to give to their delegates to the Governing Body precise instructions with regard to the budget of the Office. It would further be desirable that these instructions should have a definitive character and that the delegates of the same Governments to the Fourth Committee of the Assembly should have instructions in conformity with those received by the delegates to the Governing Body. Naturally this observation could not apply to Governments which had no representatives on the Governing Body and which consequently could only discuss the budget of the International Labour Organisation at the Assembly.

In conclusion, the Director observed that, in spite of the relative obscurity of questions of principle, the practice so far had been satisfactory and that it was convenient to keep to it.

The Committee, on its side, was of the opinion that, in accordance with the financial regulations, it was the Assembly alone which had the right to approve or amend the budgetary estimates of the International Labour Organisation. It was convenient, however, that the Assembly, in the exercise of its right, should take account of the system in force in the International Labour Organisation in accordance with which the budgetary estimates submitted to the Assembly are those of the Governing Body of the Office.

The Committee, passing to the vote on the various articles, adopted by 21 votes and 1 abstention the credit asked for for the two separate Sessions of the 1929 Conference. In adopting this decision, however, it unanimously passed the following resolution :

> The Fourth Committee recommends that, if in the future the International Labour Organisation decides to hold two Conferences in the course of the same year, the dates may, for reasons of economy, be so chosen that these Conferences may take place consecutively.

On the chapter relating to the establishment of seventeen new posts, Mr. Hambro (Norway) submitted a proposal to abolish altogether the credit of 219,900 francs provided for this purpose. This proposal was defeated by 24 votes to 4.

A proposal of Mr. Yusuf Ali (India) asking for a reduction of 150,000 francs on the credits provided for the new posts was defeated by 21 votes to 3.

A proposal to abolish the credit for the establishment of the new post of chief of division was defeated by 16 votes to 10.

The establishment of the seventeen new posts was therefore adopted.

All the other articles of the budget of the International Labour Office were then adopted without discussion by the Committee.

The debate was continued at the end of the last Plenary Session of the Assembly, where the report of the Fourth Committee was discussed. An amendment submitted by Mr. Hambro to abolish the credit for the establishment of the new post of chief of division was put to the vote at a late hour, when many delegations had already left. Other delegations, having no instructions from their Governments, abstained. The amendment of Mr. Hambro was defeated by 18 votes to 6, with 11 abstentions. The delegations which had voted for this amendment then stated that they did not wish to obstruct, and that they would submit to the view of the majority. The budget of the International Labour Office, including the credit for the new chief of division, was unanimously voted.

With regard to the placing of Russian, Armenian, Assyrian, Assyro-Chaldean, and Turkish refugees, the Fifth Committee and the Assembly registered with satisfaction the progress accomplished. In spite of the difficulties of the general economic situation, more than 7,000 refugees had been transferred this year to countries where they have found work. In addition, the agricultural or urban establishment of more than 7,000 Armenian refugees from the camps of Aleppo, Alexandretta, and Beirut was being carried on.

But the very progress realised rendered desirable a new organisation of the Refugee Service. As the work of placing, properly so-called, which had been handed over to the International Labour Office reaches its conclusion, the problems which come up for consideration are mainly of a political kind. They are problems which pass beyond the competence of the Office. This is the reason why, at its last session, the Governing Body, when adopting the budget of the Refugee Service for 1929, stipulated that this budget should be the last to figure in the budget of the Organisation, and it voted a resolution for the return of the whole Service to the High Commission who might be assisted by a mixed committee composed of representatives nominated as to one-half their number by the Council of the League of Nations and as to the other half by the Governing Body of the International Labour Office. It had, in fact, been specified to the Fourth Committee that the budget of the Refugee Service would remain momentarily included for 1929 in the budget of the International Labour Organisation, but that from the time when the High Commission should be reorganised on the new basis to be fixed by the Council of the League of Nations, the International Labour Office would exercise on the budget of the Refugee Service only a check of a purely administrative order and would no longer assume any responsibility for the decisions taken by the High Commissioner or his Commission.

The Assembly adopted the following resolutions :

> The Assembly :
>
> (1) After examining the reports submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Turkish, Assyrian and Assyro-Chaldean refugees;
>
> (2) Recognises the progress achieved in the course of the year;
>
> (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter;
>
> (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside;
>
> (5) Whereas, however, in present circumstances, international action is still necessary for some time to come;

(6) In conformity with the resolution of the Governing Body of the International Labour Office, invites the Council to take urgently all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner;

(7) Recommends the Council to invite this Advisory Commission to submit to it, before the next Session of the Assembly, a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained;

(8) Earnestly invites States Members to adopt and apply, on as wide a scale as possible, the Inter-Governmental Arrangements concluded on 5 July 1922, 31 May 1924, 12 May 1926, and 30 June 1928, which provide the refugee services with means by which they may gradually become financially independent;

(9) Points out, however, that the respective Governments must be left free to decide whether and how far they are prepared to give force of law to the recommendations adopted by the Inter-Governmental Conference of 30 June 1928;

(10) Notes that the taxes to be levied will be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner will be entitled to levy them, and that the employment of the proceeds will be subject to the control of the High Commissioner;

(11) Declares that the Council's resolution of 27 June 1921 shall be applied in regard to all categories of refugees;

(12) Recalls with gratitude the endeavours of the High Commission and of the International Labour Office by which about 800 Russian refugees in Constantinople have been successfully evacuated during recent months;

Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with a Decree of the Turkish Government, must be evacuated from Turkey before 6 February 1929;

Expresses the hope that the High Commission will seize every opportunity to press forward their evacuation and that the various Governments will, as an exceptional measure, and subject to the safeguarding of their own interests, authorise the issue of emergency visas to enable the refugees to leave Turkey;

(13) Adopts the budget for the Refugees Services for 1929, as already approved by the Governing Body of the International Labour Office and by the Supervisory Commission, and

Requests the Supervisory Commission to take into consideration the uncertainty of the position of the officials employed in that Service, to which attention has been drawn by the Governing Body of the International Labour Office, and grant them the improvements asked for on their behalf.

PORTUGAL'S GIFT TO THE INTERNATIONAL LABOUR OFFICE

The members of the Portuguese delegation to the Ninth Assembly of the League of Nations, headed by Dr. Augusto de Vasconcellos, former Prime Minister, visited the International Labour Office on 25 September 1928 to make the official presentation to Mr. Albert Thomas, Director of the Office, of Portugal's gift to the International Labour Organisation.

The gift consists of three panels of blue *azulejos* (faience mosaic), the manufacture of which is a Portuguese national industry. The work is characterised by the vividness of the colour obtained. The panels represent scenes of fishing, grape-gathering and cultivation, three of the most important aspects of economic life in Portugal, andh ave been placed in the reception hall on the first floor of the Office.

In presenting the gift on behalf of the Portuguese Government, Dr. Alberto d'Oliveira, one of the Portuguese delegates, explained the symbolism used by the artist, Mr. Jorge Colaço. He reaffirmed the devotion of his country to the International Labour Organisation, and expressed cordial good wishes for the success of the Office.

Mr. Albert Thomas thanked the Portuguese representatives for the generous gift of their country, and expressed his confidence in the future of Portugal and its relations with the Organisation.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 11. November.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 October 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 332. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 25.

Between 21 September and 21 October the International Labour Office was informed of the registration of five new ratifications, namely :

The registration of the ratification by *Austria* of the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Japan* of the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925), and the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

THE FORTY-SECOND SESSION OF THE GOVERNING BODY

On the cordial invitation of the Polish Government, the Governing Body of the International Labour Office held its Forty-Second Session at Warsaw, from 5 to 8 October, and at Cracow on 10 October 1928, under the charmanship of Mr. Arthur Fontaine.

At the opening of the first plenary session, Dr. Jurkiewicz, Minister of Labour of Poland, welcomed the members of the Governing Body and offered his best wishes for the success of their labours. He spoke of the high importance attached by the Government of the Polish Republic to the work of the International Labour Organisation, and he rendered homage to the activity of the International Labour Office which, in a relatively short time, had already produced positive results of considerable importance. Going on to speak of the loyal collaboration which his country had always afforded to the Organisation, Dr. Jurkiewicz recalled that Poland had ratified fourteen International Labour Conventions. In Poland the principle of the eight-hour day had been fully recognised, and in a short time none of the measures necessitated by an exceptional situation would continue to exist. The Minister of Labour ended by expressing the certainty that the Session of the Governing Body at Warsaw would render indissoluble the bonds uniting Poland and the International Labour Organisation.

The Chairman, Mr. Arthur Fontaine, addressed respectful thanks to the President of the Polish Republic and the Polish Government for its invitation and the welcome which the Governing Body had found at Warsaw. The Sessions of the Governing Body in various countries were very useful, because they enabled the Governing Body to get to know better the peoples represented in the Organisation and to judge better of the variety of their customs and the community of their aspirations. Mr. Arthur Fontaine, recalling the loyalty of Poland to the International Labour Organisation, rendered particular homage to the fruitful activity of Mr. Sokal, representative of the Polish Government on the Governing Body.

Mr. Sokal replied and expressed his joy at seeing the Governing Body meet at Warsaw. He emphasised his conviction that the coming of the Governing Body to Poland would contribute powerfully to render the work of the Organisation better known in that country, and would thus happily complete the task already accomplished in this respect by Mr. Albert Thomas during the journeys which he had already made in Poland.

Mr. Olivetti, on behalf of the employers' group, and Mr. Poulton, on behalf of the workers' group, associated themselves with the thanks expressed by the Chairman of the Governing Body to the Polish Government.

Mr. Albert Thomas expressed the thanks of the Director and the staff of the International Labour Office for the welcome given to them in Poland. He recalled the active and beneficent rôle played at Geneva by Mr. Sokal. He rejoiced to think that the Warsaw Session would enable all members of the Governing Body to realise the intensity of the industrial life of Poland.

The Governing Body then proceeded to the consideration of the questions on its agenda.

The Governing Body considered the steps to be taken consequent upon the Resolutions voted by the International Labour Conference at its Session of May-June last.

The Resolution on the prevention of coupling accidents on railways gave rise to an exchange of views in the Governing Body. This Resolution, it will be remembered, requests the Governing Body to appoint in due course a Joint Committee of twenty-one persons representative of the Governments, employers and workers, to study the whole question, and also to avail themselves of the experience already obtained by the International Union of Railways and report as soon as possible. The question at issue before the Governing Body was whether it should forthwith set up the Joint Committee or whether it should wait until the study of the International Union of Railways had made fresh progress.

After discussion, the Governing Body instructed the Director to get into touch with the International Union of Railways to remind it of the Resolution of the Conference and to inform it of the intention of the Governing Body to constitute the Joint Committee at a very early Session, and in any case before the end of 1929.

A discussion took place also on the question of conditions of work in the textile industries.

The question under discussion was the action to be taken on a Resolution of the last International Labour Conference which, considering the economic difficulties manifesting themselves in various sections of the textile industry throughout the world, requested the Governing Body to consider the possibility of undertaking an investigation into the conditions of work of men, women and children employed, including wages, hours of work, hygienic conditions, and other conditions affecting their employment, in the textile industries of the various countries of the world.

Several members of the employers' group contested whether such an enquiry was opportune. They stated that the actual facts of the case did not justify it, and they raised doubts as to its practical value, in view of the fact that certain employers' organisations, in their desire to maintain complete liberty of action, would not collaborate in the research undertaken by the Office.

On behalf of the workers' group, Mr. Jouhaux spoke against this attitude. The employers' representatives, he said, constantly repeated that the enquiries of the International Labour Office should be made with the collaboration of the organisations concerned. To. day, however, they were basing their arguments on the fact that the employers' organisations would not collaborate in an enquiry in the textile industry to reach the conclusion that this enquiry should not take place. Mr. Jouhaux recalled that Part XIII of the Peace Treaty instructed the International Labour Office to carry on a permanent enquiry on all aspects of the conditions of work of the workers, wages, hours of work, health, unemployment, etc. He maintained that, contrary to the thesis of the employers, the present position of the textile industries in many countries necessitated the fullest study. Almost everywhere there had been strikes, and more than that there was unemployment. The French workers' representative concluded by stating that the International Labour Office would fail in its mission if it did not concern itself with these problems.

In the end, in agreement with a proposal of Mr. Sokal, representative of the Polish

Government, supported by the whole Government group, the Governing Body decided to set up a Committee with instructions to submit proposals to it at its next Session with regard to the field that might be covered by the enquiry, in particular the branches of the textile industry and the questions of hours of work, the protection of women and children, wages, cost of living, cost of production, health, etc.

It will be recalled that the International Labour Conference, in its Session of May-June last, instructed the Governing Body to study the whole problem of the official languages of the Organisation, both from the technical and financial points of view. At Warsaw, the Governing Body considered the practical steps to be taken in conformity with this resolution of the Conference. It decided to set up a special committee of twelve members (four of each group) to prepare a report to the Conference on the question of official languages.

The Governing Body approved the measures taken or the suggestions made by the International Labour Office for the action to be taken on the Resolutions of the Conference relating to the prevention of industrial accidents, documentation on industrial safety, the consultation of the Joint Maritime Commission on the question of the protection of workers employed in loading or unloading ships, the diminution or suppression of the various causes of the reduction of production, the development of the spirit of collaboration between employers and workers, the study of certain dangers in the motor transport industry, the occupational rehabilitation and employment of disabled men, the reform of the calendar, the possible placing of the question of freedom of association on the agenda of the Conference, and the consideration by the Conference of the question of collective agreements in agriculture.

The Governing Body remitted to its Standing Orders Committee the Resolution of the Conference relating to problems concerning the denunciation, revision, modification or amendment of Conventions, and also the question whether the procedure of double discussion should apply to reports relating to the revision or modification of Conventions.

In connection with the Resolution of the Conference relating to the measures taken by the States Members in accordance with Article 405, paragraph 5, of the Treaty of Versailles, the Governing Body, by fifteen votes without opposition, authorised the Director to ask Governments, if necessary, to indicate the reasons why they had not submitted Conventions and Recommendations adopted by the Conference to the competent authorities within the time limits provided for by the Treaty.

In connection with the Resolution relating to the study of the influence of rationalisation and industrial agreements on the conditions of the workers, the Governing Body invited the Office to define the question and to establish a programme of work.

The Office will carry on its study on housing conditions and accommodation of the workers in collaboration with the Secretariat of the League of Nations and the national administrations concerned. The study of the dangers of the one-man driving of locomotives will be carried out in collaboration with the Transit Organisation.

The Governing Body decided not to take action on the Resolution for the creation by the States Members of departments dealing with labour questions and the Resolution concerning the creation of private associations to carry on publicity for the work of the International Labour Organisation.

In agreement with the suggestion of the Joint Maritime Commission, the Governing Body decided to place on the agenda of the 1929 Maritime Conference the question of certificates of competence to be required of officers of the watch on board ship. It will be remembered that this question had been raised by the International Association of Officers of the Merchant Marine in consequence of the *Lotus* incident.

Before taking a final decision with regard to the agenda of the Conference of 1930, the Governing Body requested the Director of the International Labour Office to submit to it a statement of the legislation and practice on the question of the limitation of weights to be carried and on the question of the age of admission of children to employment in commerce. At its next Session the Governing Body will take a decision whether or not these questions should be included on the agenda of the 1930 Conference.

The Governing Body renewed the mandate of the members of the Commission on Article 408.

The Governing Body considered the report of the Committee on Work in Coal Mines. It decided to adjourn the question of the calling of a meeting of directors of experimental stations. Otherwise it adopted the report of the Committee. It was understood that the Office would submit to this Committee a report on the uniformisation of hours of work in coal mines, in connection with a resolution communicated by the Miners' Federation.

The Governing Body adjourned until its next Session the discussion of the report of the Permanent Migration Committee.

Finally, the Governing Body was unanimous, in accordance with the reiterated desires of the delegates of countries of the Far East to the International Labour Conference and as an indication of the universal character of the Organisation, in approving the programme of a journey of the Director to enable him to establish, for the first time, contact with these distant peoples who have always given evidence of their loyalty to the work of the Organisation.

Mr. Kasama, representative of Japan, stated that his Government would be happy to see Mr. Albert Thomas come to his country. It would give him a warm welcome and would provide him with all facilities to render his visit as fruitful as possible.

As the Director could not return to Geneva before the month of February, the Governing Body decided that its Forty-Third and Forty-Fourth Sessions would be held in the week 11-16 March 1928, with distinct agendas. It was understood that this decision would not create a precedent.

The Governing Body fixed the opening of the General Session of the 1929 Labour Conference at 30 May, and the opening of the Maritime Session at 10 October.

THE FIRST SESSION OF THE ADVISORY COMMITTEE ON INTELLECTUAL WORKERS

The first session of the Advisory Committee on Intellectual Workers was held at the International Labour Office on 22-23 October. This Committee was appointed by the Governing Body, in agreement with the International Committee on Intellectual Co-operation of the League of Nations, to enable intellectual workers to make known their needs and the particular difficulties of their callings.

The following persons were present : Messrs. de Michelis, Lambert-Ribot, Müller, Destrée, Kruss, Gallié, Lathan, Rygier, Stephen Valot, di Giacomo, Ishii, Olivetti, and Lecocq. The Secretariat of the League of Nations was represented by Mr. Oprescu, and the International Institute of Intellectual Co-operation by Messrs. Luchaire and Weiss.

Mr. de Michelis, representing the Government group of the Governing Body, was appointed Chairman.

The Committee adopted a number of resolutions which will be submitted in due course to the Governing Body.

The Committee considered the question of the inclusion in contracts of service of clauses designed to restrict the freedom of the individual to pursue his occupation after the termination of the contract — provisions generally known as the "radius" clause. It was unanimously decided that, in the opinion of the Committee, no provision of this kind should be valid unless it were limited to the protection of the legitimate interests of the employer against any injury which might result from the disclosure of trade secrets or from competition based on special knowledge acquired in his service. The Committee requested the Governing Body to consider this question when opportunity occurred, with a view to the finding of a satisfactory solution.

The Committee also considered the journalists' "conscience clause", with relates to the possibility of conflict between personal convictions and professional duties. It was decided that this question required further examination in conjunction with the general question of contracts of service, and that it was necessary to take into consultation the managers and publishers of newspapers as well as journalists.

The protection of the rights of inventors who are salaried employees was discussed at some length. The Committee took note of the fact that widely different conceptions were held as to the scope of any protective measures. It decided that the study of the question should be pursued in collaboration with the International Institute of Intellectual Co-operation, in view of the fact that the question is of great importance not only from the point of view of inventors employed as such but also from that of employees who make inventions in the course of their work. The Committee requested the International Labour Office to collect information and opinions on this matter, including the opinion of the International Copyright Office in Berne.

The Committee approved a scheme submitted by the Office for an investigation into unemployment among intellectual workers.

A resolution was adopted suggesting that the Office should consult theatre managers and theatrical artistes, and also theatrical agencies, on the advisability of the extension to the theatrical profession of the principles adopted by the Washington Conference in 1919 with regard to the substitution of public employment offices for private agencies.

Finally, various suggestions relating to the composition of the Committee were referred for consideration to the permanent group of five members which forms the nucleus of the Committee.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 12. December.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 20 November 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 333. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 26.

Between 21 October and 20 November the International Labour Office was informed of the registration of one new ratification, namely :

The registration of the ratification by the *Netherlands* of the Convention concerning workmen's compensation for occupational diseases, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE DIRECTOR'S VISIT TO THE FAR EAST

Mr. Albert Thomas, Director of the International Labour Office, accompanied by his principal private secretary, Mr. Viple, and the Chief of the Diplomatic Division, Mr. Phelan, left Geneva on 31 October 1928 for a visit to the Far East.

This journey, which will demonstrate afresh the world-wide character of the Organisation, has been undertaken in response to hearty invitations from the Far Eastern countries, especially Japan, which have frequently expressed a keen desire for closer relations with the International Labour Organisation. For some years, the delegates of the Far Eastern countries to every Session of the International Labour Conference — employers' and workers' representatives, as well as Government delegates — have laid stress on the necessity for the Director to establish personal contact with their respective States, and to see for himself on the spot the conditions of life and work which prevail within their vast territories. These representations were put forward with special cogency at the 1928 Session of the Conference.

The Director will visit China, Japan and the Dutch Indies.

He was at Pekin on 17 November, and then proceeded to Hankow, Nankin, and Shanghai.

The Director was due to arrive in Japan on 5 December. The officials and organisations responsible for the arrangements have made preparations for a stay of one month. Here, also, the Director will be received by members of the Government and by the heads of the departments which deal with labour questions. He will come into contact with the most representative workers' and employers' organisations, and will discuss with the responsible authorities the situation of Japan as regards International Labour Conventions and the possibility of further ratifications.

The Director will leave Japan on 5 January, and arrive on 19 January at Batavia, in order to spend a few days in the Dutch East Indies, in responce to an invitation from the Government of the Netherlands.

He will arrive back in Geneva in February.

A CORRESPONDENCE OFFICE FOR INDIA

The International Labour Office has just opened a Correspondence Office for India at Dehli.

The establishment of this Office was decided upon by the Governing Body with a view to intensifying the relations already existing between India and the International Labour Organisation. The setting up of a Correspondence Office at Delhi will facilitate intercourse between the International Labour Office and the public administration and trade organisations of India, and this Office will also act as a permanent centre of information and documentation.

TURKEY AND THE INTERNATIONAL LABOUR CONFERENCE

It may be recalled that Turkey, though not a Member of the International Labour Organisation, has been represented at the last two Sessions of the International Labour Conference by an observer. This post was held at the last Session by His Excellency Mehmit Munir Bey, Turkish Ambassador at Berne. The Turkish Under-Secretary for Foreign Affairs, having learned of the welcome extended to the Turkish representative at the Conference, forwarded to the Director of the International Labour Office a letter of thanks, in which he states that the marks of sympathy accorded to his country and its representative have had a noticeable effect in Turkey.

> The Government of the Republic (he adds), which studies social evolution with growing interest, is glad to acknowledge the distinct improvement in the conditions of labour brought about by the unceasing and untiring efforts of the International Labour Organisation.
>
> I earnestly hope, Sir, that your efforts may be crowned with success, and that a new order, based on harmony between capital and labour, may succeed in settling the thorny questions which constitute the keystone of the social order.
>
> Turkey, which regards with sympathy the labours of the Conference and is keenly interested in the social questions on the agenda, is anxious to be able to follow them with all the interest that they deserve.
>
> To this end, the Turkish Government will not fail to appoint, from time to time, an observer to follow the deliberations of the Conference.

THE REGULATION OF HOURS OF WORK IN EUROPEAN INDUSTRY

The Governing Body of the International Labour Office, at its Thirty-Third Session held in October 1926, examined the international situation with regard to the Washington Eight-Hours Convention, and set up a Committee to " determine the actual position in the various States with regard to legislation on hours of work and its application ". The report was to be based upon information already in the possession of the Office. The Office therefore supplied the committee with a full report on the subject. The report, after being approved by the Committee, was laid before the Governing Body in January 1927, and was subsequently completed in accordance with certain suggestions made by members of the Governing Body. It is as a result of a wish expressed by the Governing Body at its Session of February 1928 that this report has just been published in the *International Labour Review*, Vol. XVIII, Nos. 1, 2 and 3.

It includes a comparative study of the systems of regulation of hours of work for adult workers in European industry. It does not deal with countries outside Europe or with special provisions for women, young persons, and children. It does not consider the regulations for two very important branches of labour : mining and transport. These call for separate study by reason of the special conditions in these occupations; such a study has already been made for mining, and one for transport will be undertaken shortly.

The report published in the *International Labour Review* concludes that general legislation on the subject of hours of work is in force in twenty-one States. Six States have only partial legislation — Denmark, Estonia, Great Britain, the Irish Free State, Luxemburg, and Switzerland. If, however, account is taken of the scope of regulation by collective agreement, it appears that the only States with no regulations on hours of work are Hungary and Turkey (whose European territory is very small), in which industry occupies a quite secondary place in the national economy, and Albania, which has no industrial establishments at all.

Almost all the legislations and collective agreements prescribe a normal working week of forty-eight hours or less. The only exceptions to this rule are certain occupations subject to special legislative provisions (such as dockers in the Netherlands, and bakers in Greece) and small-scale industry in the Serb-Croat-Slovene Kingdom. In Switzerland the collective agreements for the various handicrafts rarely exceed this limit. A considerable number of countries have instituted the Saturday half-holiday. While this does not always reduce the weekly hours of work, it improves the position of the workers as regards weekly rest.

The distribution of hours of work over a longer period than a week has been adopted in a nomber of countries. Belgium, which has ratified the Eight-Hours Convention, has in a variety of ways avoided the prolongation of hours of work by making a generous use of this derogation. For work which must necessarily be carried on continuously several States have adopted an average working week of fifty-six hours, while others, such as Italy, the Netherlands and Norway, have maintained the average forty-eight hours even in this case. This is also in some degree true of France. In Belgium workers employed in shifts for an average of fifty-six hours a week over a period of three weeks are entitled to a compensatory rest of twenty-six complete days per annum, which reduces by so much the average annual weekly hours of work calculated over the year.

The collective making up of hours lost for reasons as a rule specifically mentioned is allowed by the Austrian, French, German, Italian, Spanish, and Swiss legislations. The extent to which the normal number of hours of work is authorised to be extended in the case of preparatory or complementary work varies according to the different legislations, but rarely exceeds two hours. In addition, certain prolongations are generally authorised without limits in case of accident or *force majeure*. A certain number of hours of overtime are also allowed in the event of exceptional stress of work.

According to the legislation of most countries overtime has to be paid at an increased rate. The minimum rate of increase is generally from 25 to 50 per cent.

Finally, the legislation of the great majority of countries considered provides measures to ensure the regular application of the provisions on hours of work, the establishment of a time-table, its supervision by factory inspectors, and the application of a system of penalties.

" MIGRATION LAWS AND TREATIES "

Under the above title the International Labour Office is issuing a second edition, greatly enlarged and brought up to date, of the study entitled *Emigration and Immigration : Legislation and Treaties*, which was published in 1922. Volume I, dealing with emigration, has appeared; Volumes II and III, dealing respectively with immigration and with international treaties and conventions, will be ready shortly.

The 1922 edition analysed the laws, regulations and treaties of 76 countries, colonies, etc. The number has now been increased to about 200.

The first two volumes contain the laws and regulations of the different countries classified under subject-headings, including definitions, restrictions on the right to emigrate or immigrate, the organisation of migration services, the supply of information to migrants, recruiting and placing in employment, the preliminaries of the journey, the journey itself, the stay abroad, and repatriation. A special chapter deals with migrants in transit. Each of these subjects is first discussed in a general survey, in which an attempt is made to explain the different tendencies represented by the various national laws. This is followed by a summary of the regulations in force in each country.

Volume III deals with international treaties and conventions, of which there are already a large number. A short description of the different forms of these treaties and conventions is given, followed by a systematic analysis under subject-headings.

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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

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North Carolina College FOR WOMEN
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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION IN 1928

The International Labour Organisation has continued and intensified during the year 1928 its endeavours to assure the benefits of labour legislation on an international basis to all categories of workers the protection of which is entrusted to it. With this in view, its work has more and more assumed a character of universality in conformity with the spirit of its Charter, Part XIII of the Peace Treaty.

The Session of the International Labour Conference held at Geneva 30 May to 16 June, with Dr. Carlos Saavedra Lamas, representative of the Argentine Republic, as President, brought together delegates of 46 States. The number of States represented was greater than at any other Conference except 1925. Brazil, although no longer participating in the work of the League of Nations, indicated its desire to continue its collaboration in the Organisation by sending a complete delegation. Turkey, although not a member of the Organisation, sent an observer, and the same was the case with Ecuador.

The journeys of the Director of the Office have contributed to render closer the bonds existing between the Organisation and many European countries, in particular Italy and Spain. The Session of the Governing Body in October held at Warsaw and Cracow, on the invitation of the Polish Government, constituted for Poland an opportunity to manifest the interest that it bears to the work of the Organisation.

Notable progress was made in the development of relations with distant countries. Last year reference was made to the journey of the Deputy Director to South Africa. This year the Director undertook a long journey in the Far East. A correspondent's office for India has bein opened at Delhi. Mention should also be made of the intensification of the relations of the Office with the States of Latin America, which this year sent to the Conference a larger number of complete delegations.

Contacts with the great organisations of employers and workers have continued to develop in 1928. The great organisations of salaried employees have given evidence of their satisfaction at the decision to place on the agenda of the Conference of 1929 the question of hours of work of salaried employees. The first meeting of the Advisory Committee on Intellectual Workers enabled these workers to let the Governing Body know their opinion on the particular questions which interest them.

The Ratification of Conventions

From the legislative point of view the year 1928 has been marked by a notable acceleration in the movement of the ratification of International Labour Conventions. On 1 January 1928 the number of ratifications officially registered was 248; at the end of December it was 333, an increase of 85. In the course of the year 1927 there were 33 ratifications, and in 1926, 29.

The Conventions which have obtained the largest number of ratifications are the following : the Convention concerning unemployment, ratified by 23 States; night work of young persons, 21 States; minimum age for admission of children to employment at sea, 21 States; minimum age for admission of young persons to employment as trimmers or stokers, 20 States; compulsory medical examination of children and young persons employed at sea, 20 States; equality of treatment for national and foreign workers as regards workmen's compensation for accidents, 20 States; and employment of women during the night, 19 States.

The Application of Conventions

Noticeable progress has also been made in connection with the guarantees for the application of Conventions. The procedure inaugurated in 1927 for the consideration by a committee of experts of the annual reports which States, in virtue of Article 408 of the Peace Treaty, must furnish on the measures taken by them for the execution of Conventions to which they have adhered, has continued to operate in 1928. The results of the consideration by the Committee show that the reports received this year were more numerous and more full. All the States, the legislation of which had given rise to observations by the Committee of Experts, have furnished additional information. The method of consideration of national reports instituted in execution of Article 408 of the Treaty has proved really effective. The International Labour Conference, therefore, decided to renew the mandate of the Committee of Experts, which had first of all been appointed for two years only as an experiment.

Improvement is therefore gradually taking place in the system of reciprocal information which should give to all States concerned the certainty that the provisions of ratified Conventions are applied. Ratification and application are two different questions, but both are equally essential to the development of international labour legislation.

The Revision of Conventions

A third fundamental question has been raised during the year and has constituted the subject of discussions in the Governing Body and at the Conference. This is the question of the revision of Conventions. The discussions have almost always involved the consideration of two connected but distinct problems : the problem of the revision of Conventions, properly so-called a general problem; and the particular problem of the revision of the Washington Eight-Hour Convention.

First of all the general problem. All the Conventions adopted by the International Labour Conference include a clause providing that at least once in ten years the Governing Body of the International Labour Office shall submit to the Conference a report on their application and shall decide if the question of their revision should be placed on the agenda of the Conference. The problem at issue was to establish for the execution of this clause a general procedure of revision. The procedure was not fixed in the Treaty. Should this procedure be of such a kind that the mere fact of commencing it would imply the possibility of a complete revision of the Convention under examination, or should it allow the Governing Body to propose to the Conference items limited to certain determinate articles of the Convention and to these articles only? This was the question at issue. By 18 votes (the whole Government group and the whole workers' group) against 6 (the whole Employers' group) the Governing Body adopted a procedure permitting the limitation of revision of a Convention to precise points.

THE HOURS CONVENTION

With regard to the Hours Convention, the Governing Body had brought before it by the British Government a proposal with a view to placing the revision of the Washington Convention on the agenda of the ordinary session of the Conference of 1929. The Governing Body did not take a decision on this proposal before establishing a general procedure of revision applicable to all Conventions. When this procedure had been fixed, it considered the British proposal, and finally it decided to invite the Director to prepare on all the Conventions voted at Washington in 1919, the reports provided for in these Conventions to be submitted at least every 10 years, and to submit them to the Governing Body as they were completed.

The problem involved for the future of the Eight-Hour Convention by the British proposal was also brought to the attention of the Conference. The representative of Great Britain stated that his Government, while adhering to the principles of the Washington Convention, desired, as a means of ensuring progress, to define those principles more precisely, thus laying the basis for uniformity and providing what is needed to secure that international action is practicable. The Director, in his reply to those who had spoken on his Report, emphasised the interest of this statement. He noted that even after the British proposal for revision, new ratifications had been registered, both conditional and unconditional, of the Eight-Hour Convention, and even the conditional ratifications signified at least that the countries which had made them considered that the Convention in its present form was applicable and practicable.

THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the Conference reached practical results on the various questions on its agenda.

In the first place it adopted a Draft Convention laying down the obligation for the States which ratified it to undertake to create or maintain machinery whereby *minimum rates of wages* can be fixed for workers employed in certain of the trades or parts of trades, and in particular in home-working trades, in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise and wages are exceptionally low. The adoption of such measures will help to raise in many countries the conditions of categories of workers particularly concerned.

The Conference also voted a Recommendation supplementing the Draft Convention and putting on record for the guidance of the Members certain general principles which, as present practice and experience show, produce the most satisfactory results for the creation of minimum wage-fixing machinery.

The agenda of the Session also included the question of the *prevention of industrial accidents.* This question came before the Conference for the first time. In virtue of the double discussion procedure it could not result this year in the adoption of a Draft Convention or Recommendation. It is only next year, after a second discussion, that it will be possible for the Conference to take a final decision. The discussion which took place this year was very useful in preparing the way for a solution of the problem. The exhibition organised by the Office during the Conference constituted a practical demonstration of what can be done for the prevention of industrial accidents.

In conclusion, the Conference decided that the question of the prevention of accidents should be placed on the agenda of its 1929 Session, and it adopted a draft questionnaire making it possible to consult Governments on the various aspects of the question.

The Conference dealt specially with the question of the *protection of workers employed in loading and unloading ships.* It adopted a questionnaire providing for the possibility of the adoption on this question of a Draft Convention.

In connection with the *prevention of accidents due to coupling on railways*, the Conference adopted a resolution asking that the International Railway Union should continue actively its study of the problem, and should communicate its results to the International Labour Office as soon as possible, and in any case within the next two years. The resolution also asks for the appointment by the Governing Body of a joint committee of 21 persons representative of the Governments, employers and workers, to study the whole question, to avail themselves of the experience already obtained by the International Railway Union, and to report as soon as possible to a further Conference.

The Conference remitted for examination to the Governing Body a draft Resolution and amendments concerning the official languages of the Organisation.

In this connection reference should be made to the practical progress realised by the system of simultaneous telephonic translation applied for the first time at the Conference. The Conference expressed its gratitude to Mr. E. A. Filene, of Boston, who was the first to think of the system and without whose constant encouragement and generous assistance the Office would have been unable to undertake this experiment and bring it to a successful conclusion.

The Governing Body

Finally, the Conference proceeded to the election of the Governing Body of the International Labour Office. In accordance with Article 393 of the Peace Treaty the Governing Body is elected for three years.

The new Governing Body appointed the following officials : President : Mr. Arthur **Fontaine**, French Government delegate. Vice-Presidents : Mr. **Hodač**, employers' delegate Czechoslovakia, and Mr. **Poulton**, workers' delegate Great Britain.

During 1928 the question of the enlargement of the Governing Body has made notable progress. It will be recalled that in 1922 the Conference at its Fourth Session, with a view to granting larger representation to extra-European countries, adopted an amendment to Article 393 to raise the number of members of the Governing Body to 32—16 representatives of Governments, 8 representatives of employers, and 8 representatives of workers. This amendment has received up to date 40 ratifications; 42 are required before it comes into force. There is every ground to hope that the two ratifications not yet obtained will soon be secured and that the Governing Body may then be enlarged in accordance with the desires of extra-European countries.

The Governing Body held, as usual, four sessions. The three first sessions took place at Geneva in February, April, and May-June. The fourth, in October, was held at Warsaw and Cracow, where the Polish Government organised an extremely warm welcome for the Governing Body. The work of the Governing Body during its four sessions covered all aspects of the activity of the Organisation. Among the decisions taken, apart from those concerning the procedure for the revision of Conventions and the question of the Eight-Hour Day, reference may in particular be made to the decisions relating to the programme of work of the 1929 Conference.

In 1929 two sessions of the International Labour Conference will be held, one session of a general character and one session dealing specially with conditions of work at sea. The general session will open on 30 May. Its agenda includes the following questions : the prevention of industrial accidents (final discussion); the protection against accidents of workers engaged in loading or unloading ships (final discussion); forced labour (first discussion); hours of work of salaried employees (first discussion).

In addition, a general report on unemployment will be submitted by the International Labour Office.

The Maritime Session will open on 10 October. Its agenda includes : the regulation of hours of work on board ship; the protection of seamen in case of sickness (including treatment of seamen injured on board ship); the promotion of seamen's welfare in ports; the question of the establishment by each maritime country of the minimum of professional competency exigible from captains, navigating and engineer officers in charge of watches on board merchant ships.

Meetings of Committees

With a view to the preparation of these various questions, several committees have sat in the course of 1928 : the Joint Maritime Committee, 23-26 March at Geneva; Experts of the Correspondence Committee on Industrial Hygiene, 16 April at Geneva; Committee of Experts on Native Labour, 4-8 December at Geneva. The Committee of Experts on Article 408 met also at Geneva on 5 March, and the Standing Orders Committee of the Governing Body on 30 and 31 March at Paris. On 22 and 23 October at Geneva the Advisory Committee on Intellectual Workers held its first session, in the course of which it formulated its opinion on certain interesting questions, such as the journalist's conscience clause, the radius clause. the protection of wage-earning inventors, the employment of theatrical artistes, etc.

The Scientific Work of the International Labour Office

All these problems have formed the subject of thorough study by the Office. During the year the Office has continued the scientific work which forms the necessary basis of legislative work.

Among the questions to which particular study has been devoted the following may be mentioned. In addition to continuing research on the various questions considered by the Advisory Committee on Intellectual Workers, the Office has undertaken, at the request of the Committee and in collaboration with the International Institute of Intellectual Co-operation, a wide enquiry on the unemployment of intellectual workers. It has continued to study conditions of work in cinematograph studios. It has published the results of an enquiry on the *Conditions of Work and Life of Journalists*, which has given rise to great interest in the world of the Press.

The Office has also published its enquiry on *Wages and Hours of Work in the Coal Mining Industry*, and it is continuing its study of the çoal mining inpustry by extending its research to other conditions of work in coal mines, health, safety, unemployment, etc. A resolution of the Conference has suggested—though the Governing Body has not yet taken a final decision on this question—an enquiry, if not identical, at least analagous, on conditions of work in the textile industry.

On the question of housing, the Office has published a volume on *Methods of Compiling Housing Statistics*, and is at present giving final shape to fresh reports on housing conditions in the various countries of Europe.

Two important works on social insurance have been published, one on *Compulsory Sickness Insurance*, the other on *Voluntary Sickness Insurance*. The office is continuing to make a study on social charges in the principal industrial countries of Europe. In agreement with the Health Organisation of the League of Nations, it is examining the possibility of collaboration between institutions of social health and insurance institutions. During the year it has published a report on *The Benefits of the German Sickness Insurance System* from the point of view of Social Hygiene.

Two new volumes on *Freedom of Association* have appeared in 1928, and also the second volume of the *International Survey of Legal Decisions on Labour Law* and the second volume of the series on *Migration Laws and Treaties.* The Office has also prepared a study on migration movements in the last three years and it is making the necessary technical arrangements for a Conference of migration statisticians for the end of 1929.

The question has been raised, and the Governing Body will take a decision on the matter at its next session, whether the Office, in agreement with the suggestions of the Consultative Economic Committee, should undertake a study of the repercussions of the various methods of industrial rationalisation on the conditions of the workers, wages, hours of work, unemployment, health, safety, etc.

In the field of agriculture the Office is completing two reports requested of it by the Mixed Committee appointed to ensure the co-ordination of its work with that of the International Institute of Agriculture at Rome. One of these reports deals with technical agricultural education, the other with co-operation in agriculture. In addition, the attention of the Office is more and more being drawn to the necessity of a study of labour agreements in agriculture and on rationalisation in agriculture and its influence on conditions of agricultural labour.

The Office has begun the revision of the report which it issued in 1924 on *Conditions of Work in Soviet Russia.*

It goes without saying that the preparation of the two sessions of the 1929 Conference has necessitated important work in the field of information and research on the prevention of accidents, conditions of native labour, hours of work of salaried employees, unemployment, hours of work on board ship, the protection of seamen in case of sickness, the promotion of seamen's welfare in ports, and the establishment by each maritime country of the minimum of professional competency exigible from captains, navigation and engineer officers in charge of watches on board merchant ships.

The Office has continued to develop during the year its intelligence service. The Documents Service now receives 3,500 newspapers and periodicals, an increase of more than 500 over last year. From 1 January 1928 to 31 December 1928, 29,000 new works have been added to the Library. The Library received 10,200 in 1923, 13,000 in 1924, 14,000 in 1925, 20,000 in 1926, 24,000 in 1927. The annual accessions therefore show constant progress. The Library of the Office now contains 230,000 volumes.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 January 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 335.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was 29.

Between 21 December 1928 and 20 January 1929, the International Labour Office was informed of the registration of two new ratifications, namely :

The registration of the ratification by *Czechoslovakia* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE DIRECTOR'S JOURNEY IN THE FAR EAST

Mr. Albert Thomas, the Director of the International Labour Office, who is now on his return journey from China and Japan, had a lengthy telephone conversation on 21 January with the International Labour Office from Batavia. The Dutch Government had been good enough to place at his disposal the new service which was inaugurated on 1 January between The Hague and the Dutch East Indies. Communications go by wireless from Batavia to The Hague and from there on by the ordinary telephone system. In this way Mr. Albert Thomas was able to speak personally with Mr. H. B. Butler, Deputy. Director of the International Labour Office, in his office at Geneva.

Mr. Thomas said that his voyage in Asia had been a great success and made enquiries concerning the work of the International Labour Office, particularly as regards the next meeting of the Governing Body.

THE INTERNATIONAL LABOUR OFFICE AND NATIVE LABOUR

On his return from Japan the Director of the International Labour Office stopped in Batavia. In view, however, of the length of the journey from the East, and of the fact that he must be in Europe by February, he was only able to stay in the Dutch East Indies for a few days. Mr. Albert Thomas only had time to get into touch with the authorities of the country, and he left it to a member of his staff, Mr. Grimshaw, chief of the Native Labour Section of the International Labour Office, to study the conditions of work in that country on the spot.

Mr. Grimshaw started for Batavia at the end of December, and will stay a month in the Dutch East Indies on the invitation of the Dutch Government, which has been good enough to undertake responsibility for all the material arrangements for the voyage, and give every possible assistance with regard to the enquiry that Mr. Grimshaw will undertake.

Before returning to Geneva, Mr. Grimshaw will go to South Africa, where he has also been invited to obtain a first-hand knowledge of the conditions of work

THE INTERNATIONAL LABOUR CONFERENCE AND FORCED LABOUR

The International Labour Office has sent to the Governments of all States Members of the Organisation the Report on "Forced Labour" which has been prepared for discussion at the next International Labour Conference to open in Geneva on 30 May.

This Report is the result of a careful examination of the question by the International Labour Office with the aid of a Committee of Experts of recognised competence on native labour questions. The Report shows how the subject had been brought in no uncertain manner into the limelight of international affairs by the vote of the Assembly of the League of Nations on the Slavery Convention. It goes on to deal in detail with the law and practice in the matter of forced labour, mainly in colonies, possessions, protectorates, or mandated territories. It also quotes the opinion of a number of authorities with regard to the social and economic effects of forced labour. It concludes with a certain number of principles which would seem to provide a basis for the international regulation of the matter in such a way as to abolish at once the abuses that arise from forced labour.

The conclusion of the Report also contains the text of a Draft Questionnaire to be sent to the Governments in the event of the Conference deciding, in accordance with the double discussion procedure, to place the question of forced labour on the Agenda of the 1930 Conference with a view to the adoption of Draft Conventions and Recommendations.

What is meant by "forced labour" or "compulsory labour"?

The Draft Questionnaire prepared by the Office suggests the following definition : "All work or service which is exacted under menace of any penalty for its non-performance and for which the worker concerned does not offer himself voluntarily ".

The question is one which affects for the most part, though not exclusively, the working conditions of subject peoples who are under the administration of races alien to themselves. Such peoples are frequently designated by the term "natives" and their conditions of labour by the term "native labour" — terms somewhat unfortunate in their applications and their implications, for many peoples whose conditions of labour are analogous to those of "natives" are not usually termed "natives", and indeed would resent the application of the term to themselves, and, on the other hand, there are "natives" who enjoy superior conditions of labour not usually thought of when the term "native labour" is employed.

Consequently, the Report on Forced or Compulsory Labour, though it deals for the most part and inevitably with what is understood as "native labour", is more comprehensive in its scope than the latter term would imply, and if the Conference should decide to proceed further with the matter, there seems to be no valid reason why any questionnaire which it may decide to draft, or, indeed, the Convention or Recommendation which it may ultimately adopt, should not be perfectly general in their terms and their application.

It would indeed be of little use solemnly to abolish slavery if conditions of employment analogous to slavery were still to be maintained in the form of forced labour. For this reason the Assembly of the League of Nations in 1926, after adopting an international Slavery Convention, passed a formal Resolution drawing attention to the importance of the work being undertaken by the International Labour Office with a view to studying the best means of "preventing forced or compulsory labour from developing into conditions analogous to slavery".

The studies which have since been made, and the advice of the Committee of Experts which has assisted the Office in its task, have made it possible to formulate a certain number of principles which would seem eminently fitted for embodiment in international agreements.

The final aim to be kept in view is the complete suppression of forced labour. The system is a survival of bygone times, and its continuance is in contradiction with all modern conceptions of the relationship between man and man. If, however, there are districts where it may be difficult to bring to an end immediately all forced labour, it is indispensable that recourse to this form of labour should be very carefully regulated, in order to prevent any form of abuse. In any case, if for important reasons of public policy, forced labour should be resorted to, it is essential that the authority responsible should be the highest central authority of the territory concerned. or, when considered desirable, an authority of the metropolitan country.

Another principle follows logically. In no case whatever should the competent authority impose or permit the imposition of forced labour for the benefit of private individuals, companies or other entities than the general community. Where such forced labour exists, every effort should be made to bring it to an end as soon as possible. The illegal exaction of forced labour should be punishable as a penal offence.

It being agreed that forced or compulsory labour should not be imposed for the benefit of private interests, the next question is the regulation of forced labour for public purposes. The Report of the Office reproduces a certain number of measures already in force in various territories which it would appear might be adopted by all States. For example, before authorising forced labour for public purposes, competent authorities should be satisfied :

(i) that the work or service is in the direct interest of the community called upon to do it;

(ii) of its actual or imminent necessity;

(iii) of the impossibility of obtaining voluntary labour by the offer of the rates of wages ruling in the area concerned for similar work or service;

(iv) that the work or service will not lay too heavy a burden on the present population, having regard to the labour available and its capacity to undertake the work.

No kind of forced or compulsory labour should be exacted from other persons than adult able-bodied males.

From any given community there should not be taken for forced labour more than a fixed proportion of the resident able-bodied adult males.

The normal maximum period for which any individual may be taken for forced labour of all kinds should not exceed sixty days in the year, or, in exceptional cases where workers come from long distances, six months in the year.

Workers under compulsion should not, except in cases of special necessity, be transferred to districts where the food and climate differ so considerably from those to which they have been accustomed as to endanger their health.

When this transfer nevertheless takes place, measures of gradual habituation to the change of diet and of climate should be adopted.

Measures of habituation to regular labour should be adopted in all cases where the forced workers are unaccustomed to it, particularly in regard to the hours of labour and to the ameliorations of dietary which may be necessary.

The normal hours of work should not exceed eight a day and forty-eight a week, and hours worked in excess should be remunerated at rates higher than the rates for the normal working hours.

In the case of forced transport workers, the normal daily journey should correspond to an average eight-hour working day, account being taken not only of the distance covered, but also of the nature of the route, the season of the year, the weight to be carried and other relevant factors, and that where hours of journey in excess of eight per day are exacted, they should be remunerated at rates higher than the normal rates.

Forced workers, including forced transport workers, should in all cases be paid at the rates ruling for similar kinds of work in the district in which they are employed.

Wages should be paid to the workers individually and not to their tribal chiefs or other authorities.

The days necessary for travelling to and from the workplaces should be counted for the purpose of payment as working days.

Deductions from wages should not be made either for the payment of taxes or for special food, clothing or accommodation supplied for the purpose of maintaining the worker in a condition to carry on his work, nor for the supply of tools.

The competent authority or the authority employing forced workers should hold itself responsible for their future subsistence when, owing to accident or sickness arising out of the circumstances of their employment, they are rendered incapable, or only partly capable, of maintaining themselves.

The competent authority or the Administration should similarly satisfy itself that the dependants of dead or incapacitated forced workers are provided for, if necessary taking measures to assure their subsistence.

The Administration should see that the duties of any labour inspectorate which has been established for the inspection of voluntary labour are extended to forced labour. In the absence of such inspectorate, it should take other measures to assure that the regulations governing the conditions of forced labour are applied.

When forced workers other than forced transport workers are compelled to remain for considerable periods for works of construction or maintenance at workplaces distant from their homes, measures should be taken to assure their health and to guarantee the necessary medical care, and in particular (*a*) they should be medically examined before commencing the work and at intervals during the period of service, (*b*) an adequate medical staff should be provided, with the dispensaries and hospital accommodation necessary to meet probable eventualities, and (*c*) the sanitary conditions of the workplaces, the supply of drinking water, food and, where necessary, of housing and clothing should be assured.

Recourse should be had to compulsory cultivation solely as a measure of precaution against famine or a deficiency of food supplies and always under the condition that the food so produced should, in lieu of wages, remain the property of the individuals or of the community producing it.

Compulsory cultivation should in no case be imposed to further the production of crops for export.

It would no doubt have to be provided that in cases of emergency such as fire, flood, famine, earthquake, epidemic disease, invasion by animal or insect pests, and so on, recourse to forced labour should be permitted.

A NEW VOLUME OF "FREEDOM OF ASSOCIATION"

The International Labour Office is shortly to publish a new volume on freedom of association. This is the fourth of a series which will include five volumes altogether.

The first appeared about a year ago and gave a comparative analysis of the legal positions of trades unions in the different countries. The next two volumes, which appeared in March and August 1928, consisted of monographs on freedom of association in Great Britain, the Irish Free State, France, Belgium, Luxemburg, Netherlands, Switzerland, Germany, former Austria-Hungary, Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden, and Finland.

The volume which is shortly to appear will cover Italy, Portugal, Greece, the Serb-Croat-Slovene Kingdom, Bulgaria, and Rumania. Each of these monographs will deal not only with trade union law in the countries concerned, but also with the legal status and forms of activity of the trade unions, and their position in law and in fact.

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North Carolina College FOR WOMEN
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MONTHLY SUMMARY
OF THE
INTERNATIONAL LABOUR ORGANISATION

1929. No. 3. March.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 25 February 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 341 (including 8 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

Between 21 January and 25 February 1929, the International Labour Office was informed of six new ratifications, namely :

The registration of the ratification by *Austria* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

The registration of the ratification by *Spain* of the Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at its First Session (Washington, 1919) [1], the Convention concerning workmen's compensation for accidents, and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Switzerland* of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE DIRECTOR'S RETURN

Mr. Albert Thomas, Director of the International Labour Office, returned to Geneva on 19 February, after a journey of three and a half months, during which he visited China, Japan, Indo-China and the Netherlands Indies, accompanied by Mr. Phelan, Chief of the Diplomatic Division, and Mr. Marius Viple, the Director's principal private secretary.

The Director will submit to the Governing Body a report on his journey, an account of which will appear in the following number of the *Monthly Summary.*

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(1) Subject to the ratification by France, Germany, Great Britain and Italy.

THE FORTY-THIRD AND FORTY-FOURTH SESSIONS OF THE GOVERNING BODY

On account of the Director's journey to the Far East, it was decided by the Governing Body at its last Session, which took place at Warsaw in October 1928, to hold the Forty-Third and Forty-Fourth Sessions consecutively from 11 to 16 March 1929 at Geneva.

Some fifteen items are contained in the Agenda, among which figure the following : the fixing of the Agenda for the 1930 Conference, the consideration of the reports of the Office on the working of certain Conventions adopted at the Washington Session of the Conference (especially of that on the eight-hour day), the convening of a Conference on Silicosis at Johannesburg, the effect to be given to the resolution of the International Miners' Federation on hours of work in coal mines, the record of the meeting of the Permanent Migration Committee, the reports of the Standing Orders Committee and of the Committee on the Language Question, the record of the meeting of the Advisory Committee on Intellectual Workers, the record of the meeting of the Committee of Experts on Native Labour, and the Director's Report.

THE HOURS OF WORK OF SALARIED EMPLOYEES

The International Labour Office has forwarded to all the Governments of States Members of the Organisation the report which it has drawn up on the hours of work of salaried employees, with a view to the discussion of this question at the next Session of the International Labour Conference, to be held on 30 May 1929 at Geneva.

The question of the hours of work of salaried employees has been before the Organisation since the beginning of its work, as forming an important aspect of the general problem of hours of work.

In the Preamble to Part XIII (Labour) of the Treaty of Peace of Versailles the "establishment of a maximum working day and week" is placed first among the measures stated to be urgently required if the "peace and harmony of the world" are to be preserved. Since no one class of workers is mentioned in preference to any other, it seems reasonable to infer that the authors of the Treaty intended the limitation of working hours to apply to manual and non-manual workers alike.

In pursuance of this provision of the Preamble, the question of "the application of the principle of the eight-hour day or forty-eight-hour week" was included in the Agenda of the First Session of the International Labour Conference, held at Washington in 1919.

The Conference confined itself on that occasion to dealing with the regulation of hours of work in industrial undertakings, and left for consideration at a later date the question of limiting hours in commerce, the mercantile marine, and agriculture. It would, indeed, have been difficult to embody in one and the same Convention different systems of regulation for these three categories of employment, and accordingly the Convention on hours of work in industry adopted at Washington provided for the calling of a special Conference to deal, among other things, with hours of work in the mercantile marine. This Conference was held at Genoa in 1920, but on the subject in question simply adopted two Recommendations for limiting hours of work, in the one case in the fishing industry, and in the other in inland navigation.

The question of the limitation of hours of work in the mercantile marine, it will be recalled, is to be reconsidered by a special Session of the Conference in October 1929.

As to the regulation of hours of work in agriculture, this question was struck out of the Agenda of the Third Session of the Conference of 1921.

As regards commercial undertakings, it will be found that the report presented at Washington on behalf of the Commission on Hours of Work states that "the Commission is not proposing to extend the Draft Convention to include commercial establishments, and . . . banks and administrative offices with their numerous personnel are not subject to the Convention". The report goes on to say that "in refusing to extend the benefits of the eight-hour day to commercial establishments at the present time, the majority of the Commission based their decision on the fact that its application would be difficult in shops and small stores and also on the fact that the question was not yet ripe, and deserved special study". The Commission adopted this decision by 9 votes to 6.

At the present time, then, there is no international regulation of hours of work for some of the largest classes of workers. The feeling that such regulation should be extended to salaried employees has, however, grown rapidly in recent years.

During its Tenth Session, in June 1927, the International Labour Conference adopted the following resolution, which was proposed by Mr. Schürch, Swiss Workers' Delegate :

> Whereas the Treaty of Peace has provided that the hours of work of all workers should be regulated;
>
> Whereas the Washington Convention has regulated the hours of work for all industrial workers;
>
> Whereas, moreover, in some countries the hours of work of workers other than industrial workers (commercial employees) are regulated by law;
>
> The Conference requests the Governing Body of the International Labour Office to consider the possibility of placing on the Agenda of an early Session of the Conference the question of the international regulation of the hours of work of all workers other than industrial workers (commercial employees).

In pursuance of this Resolution, the Office began an investigation into *hours* of work of salaried employees, and the Governing Body, at its meeting in October 1927, took note of a preliminary report on the possibility of including this question in the Agenda of the Session of the Conference to be held in 1929. A definite decision was, however, deferred to the Governing Body's meeting in February 1928, when, by 12 votes to 9, the above subject was included in the Agenda of the Twelfth (1929) Session of the Conference.

In conformity with the double-discussion procedure, the aim of the Report prepared by the Office is to furnish the Conference with a basis for its discussions on the present question, and accordingly it consists of a survey of existing laws and regulations on hours of work of salaried employees in the various countries, and of a preliminary Draft Questionnaire for the consultation of the Governments at a later stage.

The survey covers all countries possessing legislation on the subject. For the United States, where legislative provisions and regulations are very numerous, and for Mxeico, where they are about to be replaced by a single enactment, the principal statutory provisions have been summarised in appendices.

The survey also deals with all classes of salaried employees, i.e, all men, women, young persons and children classed as non-manual workers or working in commercial undertakings; but, in accordance with instructions given by the Governing Body at its Session in February 1928, salaried employees in industry coming under the Washington Convention on the eight-hour day and the forty-eight-hour week, as well as employees in agriculture and maritime work, have been excluded from its scope.

The Report gives a general survey of the law and practice, including an historical outline of systems of regulation, a description of the nature of existing legislation, and certain figures showing the number of salaried employees in various countries, which gives an approximate idea of the scope of the legislation. It then examines the scope of application of existing legislation, the normal hours of work prescribed by it, the exemptions allowed, and, finally, administrative measures for its enforcement.

FORCED LABOUR

All the Governments of the States Members of the International Labour Organisation received some weeks ago the *Report on Forced Labour* prepared by the Office in view of the discussion of this question at the forthcoming Session of the Conference. A brief analysis of this Report appeared in the previous number of the *Monthly Summary*, but some further details of the manner in which the study of this problem has been undertaken and carried out will doubtless not be without interest.

The International Labour Office has been preoccupied by the question for many years. Brought into direct contact with it since 1921 through its representation on the Permanent Mandates Commission and, later, on the Temporary Slavery Commission, it had carried out considerable research when the Assembly, in 1926, adopted, as part of its action against slavery—then reaching the stage of the adoption of a Convention against slavery—the following resolution :

> The Assembly :
>
> Taking note of the work undertaken by the International Labour Office in conformity with the mission entrusted to it and within the limits of its constitution;
>
> Considering that these studies naturally include the problem of forced labour :
>
> Requests the Council to inform the Governing Body of the International Labour Office of the adoption of the Slavery Convention, and to draw its attention to the importance of the work undertaken by the Office with a view to studying the best means of preventing forced or compulsory labour from developing into conditions analogous to slavery.

When the Council of the League (Forty-Third Session, 6 December 1926) came to examine a report on the Assembly's work, it adopted in its turn, on the motion of Sir Austen Chamberlain, the following Resolution :

> The Council instructs the Secretary-General to communicate to the

> Governing Body of the International Labour Office a copy of the Slavery Convention which was adopted by the Assembly of the League of Nations on 25 September 1926, at its Seventh Ordinary Session, and to inform the Governing Body of the importance which the Assembly and the Council attach to the work undertaken by the Office with a view to studying the best means for preventing forced or compulsory labour from developing into conditions analogous to slavery.

The preoccupations of the Assembly and of the Council in this matter are easily explained. The labours of the Temporary Slavery Commission had revealed clearly enough that the suppression of slavery and the slave trade would not necessarily put an end to all conditions of labour of a servile character, and there was no lack of evidence that forced labour might result, and had resulted, in evils analogous to some of those produced by slavery. The Assembly had for that reason inserted in the Slavery Convention a clause condemnatory of forced labour, without, however, entering into the details of its regulation, which, as Viscount Cecil of Chelwood observed in the British House of Lords, were matters which the International Labour Office was much better equipped to consider. The Assembly and the Council, aware that the Office was already occupied with the question, wished then, by the adoption of the above-cited resolutions, to recognise the importance of the work and to indicate their opinion as to its intimate relation with that kind of abuse which the Slavery Convention combated.

The preparation of the report has not been without difficulty. Forced labour occurs for the most part in areas where administration has not reached the point of efficiency attained in more developed countries, and from which exact information is either non-existent or not easily obtainable. The Office was anxious under these circumstances to surround itself with all possible safeguards, and at its request the Governing Body created at its Thirty-First Session (May 1926) a Committee of Experts on Native Labour. The Committee, as at first formed, was composed of the following eminent personalities :

General Freire d'Andrade, former Governor-General of Mozambique, former Minister of Foreign Affairs, Portugal, Member of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Gohr, Director-General in the Ministry of the Colonies, Belgium, Member of the Temporary Commission on Slavery.

Sir Charles Ernest Low, K.C.I.E., former Member of the Indian Industrial Commission, former Secretary to the Government of India for Commerce and Industry, former Director of Agriculture, Central Provinces of India.

Right Hon. Sir Frederick Lugard, G.C.M.G., C.B., D.S.O., former Governor-General of Nigeria, Member of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Merlin, Honorary Governor-General of the Colonies, former Governor-General of French Congo, former Governor-General of French West Africa, former Governor-General of French Indo-China, Member of the Permanent Mandates Commission.

Commandant Ostini, ex-M.P., Head of the Colonial Schools Department at the General Emigration Commissariat, Rome.

Mr. Van Rees, former Vice-President of the Council of the Dutch East Indies, former Secretary-General of the Dutch Colonial Institute, Vice-President of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Sugimura, Counsellor of Embassy, Assistant-Director of the Japanese League of Nations Office, Accredited Representative of Japan at the Seventh Session of the Permanent Mandates Commission.

Mr. H. M. Taberer, Chief of the Native Labour Recruiting Organisation of the Transvaal Chamber of Mines.

Later the following additional nominations were approved :

Mr. Camille Lejeune, of the "Compagnie Nossibéenne d'Industries agricoles" (Madagascar).

Mr. Saura del Pan, Spanish Consul at Oran, former Chief of the Section of Civil Colonial Affairs in the Department for Morocco and the Colonies.

Freiherr von Rechenberg, former Governor-General of German East Africa.

Mr. H. R. Joynt, of the Federal Secretariat of the Malay States.

Professor J. P. Chamberlain, of the University of Columbia, U. S. A.

Sir Ernest Low and Mr. Sugimura resigned from the Committee and were replaced by :

Sir Selwyn Fremantle, C.S.I., C.I.E., ex-Member of the Viceroy's Legislative Council for the purpose of the Factories Bill (India), and

Mr. Nobubumi Ito, of the Japanese Office for the League of Nations in Paris.

It is with the assistance of this Committee that the Office report has been compiled.

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OF THE
North Carolina College
MAY 25 1929

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 4. **April.**

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 March 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 342 (including 8 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 33.

Between 26 February and 21 March 1929, the International Labour Office was informed of one new ratification, namely :

The registration of the ratification by *France* of the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

THE FORTY-THIRD AND FORTY-FOURTH SESSIONS OF THE GOVERNING BODY

The Governing Body of the International Labour Office held from 11 to 16 March at Geneva consecutively its Forty-Third and Forty-Fourth Sessions under the Chairmanship of Mr. Arthur Fontaine.

THE EIGHT-HOUR DAY IN INDUSTRIAL UNDERTAKINGS

The meetings of 11 and 12 March were entirely devoted to an important discussion on the eight-hour day in industrial undertakings. The Ministers of Labour of France, Germany and Great Britain, Mr. Loucheur, Mr. Wissell and Sir Arthur Steel-Maitland, took part in this discussion.

Among the questions on the agenda of the Governing Body figured the consideration of the draft reports prepared by the International Labour Office on the application of two of the Conventions adopted by the Washington Conference in 1919 : the Convention on hours of work in industrial undertakings and the Convention on the minimum age for admission of children to industrial employment. It was for the Governing Body to determine definitely the terms of these reports on application and to decide whether to transmit them to the Conference or to initiate the procedure of revision or amendment of these Conventions.

Sir Arthur Steel-Maitland, Minister of Labour of Great Britain, proposed the revision of the Convention on hours of work. He said that his Government and his country had always been in favour of the principle laid down at Washington. British industries, with very few exceptions, already conformed in practice to the Washington principles. Why then did Great Britain not ratify the Washington Hours Convention? The reason was that it contained points on which ambiguity might arise and which might be interpreted in different ways by the countries which ratified it.

It was on account of the difficulties of interpretation of the Convention that the London Conference had been held in 1926. The agreement reached at that Conference was no doubt an advance towards a final solution, but the London Conference could not itself produce a final solution, in the first place because the five countries there represented could not arrogate to themselves the right to bind other countries, and any other country might interpret a point differently, and would then have been within its rights in appealing to the Permanent Court of International Justice for a ruling. In the second place the Law Officers of the Crown had advised that even if the conclusions reached at London were embodied in an Act of Parliament, Great Britain would not be legally entitled to ratify the Convention. For example, they considered that the five-day week of forty-seven hours which was practised in some industries was inadmissible under the Convention. Great Britain, therefore, desired that the Convention should be revised in such a way as to ensure that it would be uniformly applied by all countries.

Sir Arthur Steel-Maitland, accordingly, proposed that the Convention should define more closely the expression "hours of work" so as to ensure that the rules of the Convention were always applied to the same unit of measurement. It should also be made clear whether the expression "week" meant the six working days or the calendar week. He suggested that the Convention itself should give guidance as to the line of demarcation between industry on the one hand and commerce and agriculture on the other, instead of leaving this to the competent authorities of each country. He also asked for greater precision as regards the exceptions in case of accident and *force majeure* and the provisions relating to continuous processes. He further asked that the Conference should consider the special problem which arose in certain countries in connection with small undertakings employing not more than five workers. He thought greater elasticity was desirable in the provisions which allowed the normal forty-eight hours' work to be distributed in other ways in certain cases. The British Government wished it to be possible to distribute the forty-eight hours over five or even four days. It might also be desirable to allow averaging out of hours in the case of seasonal industries and those dependent on climatic conditions. Among other points dealt with in the British revision proposal were the question of continuous processes in which a fifty-six hour week might be worked, the regulation of overtime, making up for time lost, difficulties of application to certain transport undertakings and the Article of the Convention which stated that its application could be suspended in any country by order of the Government in case of war or other events endangering national safety.

Sir Arthur Steel-Maitland added : "If at this moment we had an amended Convention in the drafting of which these points had been satisfactorily considered and settled, I would recommend my Government to-morrow to ratify, and I am sure they would consent."

His proposal was not in any way intended as an ultimatum, but was inspired solely by a desire to collaborate with a view to arriving at a clear and intelligible Convention which, so far from diminishing the protection or lowering the standards provided by the Washington Convention, would increase the first and drive home the second.

A detailed discussion on the proposal of Sir Arthur Steel-Maitland then took place.

The workers' group declared itself unanimously hostile to the revision of the eight-hour Convention.

The employers' group pronounced in favour of revision, with an indication of its preference for a procedure which would make it possible to consult all those concerned before the Conference should be seized of the matter.

The representatives of the Governments maintained various views. The representatives of Belgium and Italy opposed the proposal for revision; those of India and Sweden supported it. The Ministers of Labour of France and Germany defended the Washington Convention and showed the dangers of revision. However, with the object of facilitating the ratification of the Convention by Great Britain, they envisaged the possibility of the introduction in the Convention, either by an addition to the text of 1919 or by the adoption of a supplementary Convention, of the protocol of interpretation on which the Ministers of Labour found themselves in agreement in London in 1926.

In the end the Governing Body was called upon to take a decision on the various proposals which had been brought before it.

By 12 votes to 9 (the 6 votes of the employers' group and the votes of the Governments of Great Britain, India and Sweden) it rejected a proposal of Mr. Khaitan, Indian employers' delegate, which was as follows :

> 1. The Governing Body should first take only a preliminary decision as to whether a revision of the Convention should be considered.

> 2. If the Governing Body decides in the affirmative, the Office should communicate to all the States Members a verbatim record of this meeting showing the proposals already received and invite all the States Members to say whether they support all or any of the proposals and whether they want modification on any other point.
>
> 3. A Committee of the Governing Body should examine the replies.
>
> 4. The report of the Committee should be considered by the Governing Body, and the questions to be laid on the agenda of the Conference should be decided by the Governing Body.

By 13 votes to 7 (the vote of the British Government and the 6 votes of the employers' group) the Governing Body rejected a proposal of Mr. Lambert-Ribot, French employers' delegate, which was as follows :

> The Governing Body,
>
> Having taken note of the report of the International Labour Office on the situation in the various countries concerning the Hours Convention and having heard the proposals put forward by the British Government and the observations of other members of the Governing Body,
>
> Considering that if the Hours Convention is to be ratified as widely as possible it is indispensable that a discussion should take place between all the parties concerned — Governments, employers and workers — with a view to reaching definite conclusions for submission to the Conference,
>
> Decides :
>
> That the report of the International Labour Office, the statement of the British Government and the observations of the members of the Governing Body shall be communicated to the Governments of all States Members of the Organisation, and
>
> That the 1930 (1929) Session of the Conference shall be requested to set up a special committee on the widest possible basis, on which all the parties concerned would be represented, and the terms of reference of which would be to draw up definite conclusions on the basis of the observations put forward, such conclusions, if any, to be submitted (to the Governing Body and) to the 1931 Session of the Conference for approval.

After rejecting, by 11 votes to 6, an amendment of Mr. Lambert-Ribot embodying in another form his proposal for the consultation of all Governments, the Governing Body rejected by 8 votes to 8 (the employers' group abstaining) a proposal of Sir Arthur Steel-Maitland which was as follows :

> The Governing Body, while affirming the necessity of leaving the principles of the Washington Convention intact, having taken into consideration :
>
> (*a*) the report on the Washington Hours Convention presented to them in accordance with the Standing Orders by the International Labour Office; and
>
> (*b*) the points in that Convention suggested by Great Britain as requiring further consideration,
>
> are of opinion that the question should be further pursued. Before, however, actually opening the procedure provided in Article 7 (*a*), they are of opinion that a further examination of the points of difficulty is required, and they accordingly appoint a Sub-Committee to consider all the relevant documents and to report to them at the May meeting of the Governing Body as to what points, if any, special attention should be drawn.

Finally by 10 votes to 7 (the employers' group abstaining) the Governing Body rejected a proposal of Mr. Sokal, delegate of the Polish Government, which was as follows :

> The Governing Body decides to set up a Committee of nine members (three from each group) in order to examine the reports prepared by the Office under the titles "Draft Report of the Governing Body upon the application of the Convention limiting hours of work in industrial undertakings to eight in the day and forty-eight in the week and Draft Report of the Governing Body upon the application of the Convention fixing the minimum age for admission of children to industrial employment", together with the communications of the British, Swedish and other Governments regarding these Reports. The Committee should submit to the Governing Body at its next Session a report with a view to facilitating the decision to be taken by the Governing Body in accordance with Article 7 (*a*) of the Standing Orders.

AGENDA OF THE 1930 SESSION OF THE CONFERENCE

The Governing Body decided by 12 votes to 10 not to place any fresh question on the agenda of the 1930 Session of the International Labour Conference. This Session will thus be devoted to the second discussion of the questions of forced labour and hours of work of salaried employees which are to be discussed for the first time by the Conference at the 1929 (Ordinary) Session — supposing that the Conference decides this year to hold a second discussion thereon.

SUMMONING OF A CONFERENCE ON SILICOSIS AT JOHANNESBURG

The Governing Body decided to arrange for a Conference on Silicosis to be held at Johannesburg in 1930, with the assistance of the Transvaal Chamber of Mines. The agenda of this Conference will include the following items : the medical aspect of silicosis (i. e. the pathological and clinical phenomena of the disease), preventive measures, and compensation.

MEMBERSHIP OF THE STANDING ORDERS COMMITTEE

The Governing Body considered a proposal to increase the number of members of the Standing Orders Committee from twelve to fifteen. The result of the discussion was that the Director was instructed to submit to the next Session of the Governing Body a report on the questions of principle involved in this proposal.

HOURS OF WORK IN MINES

The Governing Body decided to request the Committee on Conditions of Work in Coal Mines to consider what action, if any, it might be possible to take on the resolution adopted by the International Miners' Federation at its Annual Congress at Nimes in June 1928 [1], concerning hours of work in coal mines. For this purpose the Governing Body decided to call a meeting of the Committee on Conditions of Work in Coal Mines for 22 May 1929. It also decided to increase the number of members of this Committee from six to nine.

REPORT OF THE COMMITTEE ON THE LANGUAGE QUESTION

At the Session held in Warsaw in October 1928, the Governing Body decided, in pursuance of a resolution which had been submitted to the Eleventh Session of the Conference, to set up a special committee to consider the various aspects of the problem of the use of various languages in the organs and the publications of the International Labour Organisation.

This Committee in its report to the Governing Body recommended that the question should be approached from a strictly objective and practical point of view, regardless of any political considerations. In this spirit, the representatives of the workers' group, the members of which had submitted the resolution in question to the Conference, made it clear that they do not insist that the question of "official" languages as such should be dealt with, provided that adequate means could be found without delay to enable representatives insufficiently acquainted with French and English to take a full part in the work of the Organisation. This view of the question was shared by other members of the Committee, who pointed out that the difficulties raised by the language question affected the three groups on the Governing Body and at the Conference alike. The Committee proposed that the Office should be instructed to prepare a detailed report on the question as a whole, with particular reference to certain suggestions and proposals for practical improvement.

The Committee will hold a further meeting in connection with the Forty-Fifth Session of the Governing Body, which will be held immediately before the opening of the next Session of the Conference. The Committee will then examine the report which is to be prepared by the Office and will submit to the Governing Body proposals which could, if adopted, come into effect at the next Session of the Conference.

PERMANENT MIGRATION COMMITTEE

In pursuance of the wishes expressed by the workers' organisations, the Governing Body considered the organisation of the Office's work in regard to migration. Owing

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(1) Cf. *Ind. and Lab. Information*, Vol. XXVI, p. 437.

to the continually increasing interest of the majority of countries in these problems, the Governing Body decided to continue and intensify the Office's efforts in this sphere. For this purpose it decided to substitute for the old migration committee a new Permanent Migration Committee consisting of twelve members of the Governing Body (four members from each group) together with experts.

REPORT OF THE STANDING ORDERS COMMITTEE

The Governing Body considered the report of its Standing Orders Committee on the problems concerning the denunciation, revision or modification, and amendment of Conventions.

At a previous Session the Governing Body had decided on the procedure which it should adopt for placing on the agenda of the Conference the question of revising or modifying the Conventions. It stil had, however, to consider the question of the revision of Conventions from the point of view of the Standing Orders of the Conference, of the legal mechanism of revision, and of the clauses to be inserted in future Conventions.

The employers' representatives on the Governing Body stated that they must reserve full liberty of speech and action until the discussion of these problems by the Conference. They therefore abstained from voting on the Governing Body.

After hearing a statement by the Chairman of the Committee, followed by declarations from various of its members, the Governing Body decided that, as the questions raised would have to be considered by the Standing Orders Committee of the Conference, it would transmit the report of its own Standing Orders Committee without modification to the forthcoming Session of the International Labour Conference.

It was also decided to defer until the May Session of the Governing Body the discussion of the question of the standard clauses to be inserted in future Conventions.

INTERNATIONAL MANAGEMENT INSTITUTE

The Governing Body decided to guarantee its contribution to the International Management Institute at the same rate as in 1927 for a period of three years as from 1 July 1929.

In view of the importance of the study of rationalisation to the work of the Economic Organisation of the League of Nations, and in view also of the resolutions adopted by the Economic Conference requesting that certain studies should be undertaken for it on the effects of rationalisation, the Governing Body decided to express the hope that the Economic Organisation would consider the desirability of collaborating with it in furthering the work of the Institute.

REPORT OF THE FINANCE COMMITTEE

The Governing Body approved the budget estimates for the International Labour Organisation for 1930. The British Government representative and the members of the employers' group abstained from voting. The net amount of the budget for 1930 as approved by the Governing Body is 8,405,678 francs.

SOCIAL INSURANCE IN UPPER SILESIA

A request was submitted to the Governing Body by the Polish Government under the terms of Article 312 of the Treaty of Versailles for the setting up of a committee to draw up recommendations concerning the transfer of the reserves for miners' insurance in the part of Upper Silesia ceded to Poland. The Governing Body decided to accede to this request and appointed three experts to sit on the Committee.

VARIOUS COMMITTEES

The Governing Body decided that the ninth session of the Joint Maritime Commission should be held in the course of the week beginning 15 April 1929.

It postponed until its May Session consideration of a proposal to set up an Advisory Committee on Salaried Employees, submitted by the German Government representative, and of a proposal to set up an Advisory Committee on Handicrafts, submitted by the Italian Government representative.

The Governing Body approved the summoning of a session of the Mixed Advisory

Agricultural Committee for July 1929 on the proposal of the International Institute of Agriculture.

It decided to call a meeting of the Committee on Social Charges for 24 and 25 May 1929.

It decided that the Committee set up to supervise the enquiry of the Office on conditions of work in the various branches of the textile industry should meet on 24 and 25 June 1929.

THE DIRECTOR'S VISIT TO THE FAR EAST

The Governing Body postponed until its May Session consideration of the Director's report on his visit to the Far East.

The Chairman, Mr. Arthur Fontaine, stated that everything that was known of the Director's visit, both from his reports and from the lectures which he had delivered since his return, demonstrated its great importance and value.

Mr. Yoshisaka, speaking in the name of the Japanese Government, expressed agreement with the Chairman, and thanked the Director for his visit to Japan.

DATE OF THE NEXT SESSION

The Forty-Fifth Session of the Governing Body will open at Geneva on 27 May 1929.

THE DIRECTOR'S VISIT TO THE FAR EAST

The Director of the International Labour Office, Mr. Albert Thomas, submitted to the Governing Body at its last Session a report on his visit to the Far East. The following is a summary of the report.

The Director, who left Geneva on 31 October 1928, was accompanied by Mr. Phelan, Chief of the Diplomatic Division of the Office, and Mr. Viple, the Director's principal private secretary. In the course of the journey he visited China, Japan, French Indo-China, and the Dutch East Indies. In China and Japan, the Director met the heads of the Government and other responsible ministers; in Indo-China and the Dutch East Indies he called on the Governors and administrative authorities, meetings with a warm welcome everywhere. He got into touch the most representative organisations of employers and workers and was able to examine on the spot and with the help of the authorities the position of each of the countries visited in regard to the Conventions adopted by the International Labour Conference. The press spontaneously provided the publicity which is one of the advantages that the work of the Office obtains from such visits, and which, in this case, particularly served to emphasise the world-wide character of the Organisation.

Mr. Albert Thomas travelled to China by way of the Trans-Siberian Railway. His arrangements in Moscow were of a private character and the Russian press abstained from comment. He took the opportunity, however, of developing the relations which have been formed in recent years between the services of the International Labour Office and those of the Sovied Union. These relations consist in the exchange of publications and informationa nd in mutual assistance of a purely technical character for the purpose of enquiries and other work. The Director got into direct touch with the administrative departments which had already established relations with the Office, including the People's Commissariat for Foreign Affairs, the People's Commissariat for Labour, the People's Commissariat for Public Health, the Federation of Trade Unions, the co-operative organisation and scientific institutions.

He was received everywhere with the greatest courtesy, and his requests for information on various points met with an enthusiastic response.

The Director received the impression, from what he saw in Moscow, that the notions of life under the Bolshevik regime which are spread abroad by systematic propaganda, whether favourable or unfavourable, are false. There is an increasing need of impartial, objective and scientific study to arrive at exact knowledge of living and working conditions in Soviet Russia, irrespective of prejudice.

The Director arrived in China on 15 November 1928 and remained there three weeks. During this time he was accompanied by Mr. Chan, the Chinese member of the staff of the International Labour Office.

At Mukden, he visited Marshal Chan-Hsio-Liang. At Peking he visited the tomb of Sun Yat Sen at Pi-jan-sze. He was welcomed by Marshal Yen-shi-shan, the local authorities, the political sub-committee of the Kuomintang, the Chamber of Commerce, and representatives of the trade unions. He was present at a meeting of workers' and employers' organisations, at which Government services, intellectual workers and journalists concerned with social policy were also represented. He gave a lecture at the Franco-Chinese University. At Hankow he was received by Marshal Li-tsong-jin, and paid visits to several factories.

At Nanking the Director got into touch with members of the Nationalist Government. He had several conversations with the Minister of Foreign Affairs and the Minister of Industry, Commerce and Labour. In conjunction with them and with the heads of departments concerned, he studied the position of China in regard to the International Labour Organisation.

It will be remembered that China has been a member of the Organisation from the beginning. At the Washington Conference the conditions in China were referred to in the report on countries faced with special difficulties from the point of view of workers' protection. Since then the progress achieved has been very uncertain. In China there are still factories where women and young children work eleven hours a day with an interval of one hour, or work by night. It has been possible to point to wages which are hardly adequate to feed a family and to the miserable housing conditions of the workers. In order to carry out the principles of Sun Yat Sen and to enforce the resolutions of the General Congress of the Kuomintang, the Nationalist Government has held that one of its first tasks should be the drafting of legislation for the protection of labour. A new Labour Code has been drafted. The Minister of Industry, Commerce and Labour submitted the text to the Director and asked him to obtain the views of the International Labour Office on it. The Director has submitted the draft to experts on the staff of the Office, and will communicate to the Chinese Government their remarks or suggestions, as requested. In the conversations which he had in Nanking, Mr. Albert Thomas drew the attention of the authorities concerned to the necessity of having well-organised inspection services in order to ensure the enforcement of the social legislation now in course of preparation.

In this connection, one of the greatest problems confronting the Chinese Government is that of the concessions and foreign settlements, where it would be difficult for the Government either to permit the establishment, for factories owned by foreigners, of legislation inferior to that of China itself or to allow the absence of any legislation whatever. So long as concessions and settlements continue to exist, the Chinese Government will have to take account of this position in regulating conditions of labour, but, whatever the difficulties of application may be, the work undertaken will mark a stage in the social evolution of China.

Two other questions particularly attracted the attention of the Director. These were the question of the regular representation of China at the annual Sessions of the International Labour Conference and the question of the establishment of a Correspondent's Office for the International Labour Office in China.

Up to the present China has sent only Government representatives to the Conference; employers and workers have never been represented. As a result of the conversations on this subject which the Director had at Nanking, it is hoped that at the next Session of the Conference there will be a complete Chinese delegation.

The establishment of a Correspondent's Office has been emphatically asked for both by the Government and by scientific institutions. Moreover, the growing international importance of China makes it one of the countries about which exact information is most needed. The proposed Correspondent's Office would have the duty of co-ordinating all the data, at present so irregular and fragmentary, which are available on conditions of labour in China, and would serve as a link between the International Labour Office and the Chinese Government. The Director submitted this proposal to the Governing Body during the discussion on the Budget for 1930.

During his stay in Nanking Mr. Albert Thomas also interviewed the organising committee of the trade unions. He was present at a meeting of the executive committee of the Kuomintang, visited various factories, and gave a lecture at the University.

From Nanking he went to Shanghai, where he was received by the Mayor and the Municipal Council, the Bureau of Social Affairs, employers' and workers' organisations, and the Pan-Pacific Union. He visited tobacco factories, silk mills, printing works, the headquarters of the printing workers' union, the tramway workers' union, and the co-operative societies, and the Exhibition of National Products.

He left for Japan on 3 December, and returned to China on 1 January 1929. He again spent a few hours at Shanghai, then travelled to Hong Kong and thence to Canton, where he was received by the Government of Canton, the workers' unions, and the employers' organisations.

From what he saw in China the Director received the impression of a great effort, the success of which will naturally depend to a great extent on the strength of the Nationalist Government and the amount of popular support it can obtain. The authority of the Government and the progress made towards national unity would appear sometimes to be underestimated abroad. The tendencies of the labour movement seem still to be somewhat uncertain. There are, however, in Shanghai, and especially in Canton, some trade union groups which appear to be the forerunners of a true occupational movement.

In any case it is certain that, during the great period of reconstruction through which this vast country of more than 300 million inhabitants is passing, the International Labour Organisation can play a useful part and one entirely in keeping with its mission in the world.

The Director spent nearly a month in Japan. He was accompanied there by one of the Japanese officials of the International Labour Office, Mr. Ayusawa.

On his arrival he was received by the Seamen's Union and delegates of the Suzuki Federation, together with the representatives of employers' organisations. At Kobe, he visited the trade union headquarters, where he was received by the delegates of the five workers' federations. He was also received by the seamen and visited various employers' organisations.

At Tokyo, where he made a longer stay, Mr. Albert Thomas was received by the Emperor. He saw the Prime Minister and members of the Government as well as the different parliamentary groups and several leaders. He paid frequent visits to employers' and workers' organisations and co-operative organisations. He gave several lectures at the University and to the members of the League of Nations Union and the Association for International Labour Legislation, as well as broadcasting a speech. He was received by the Pan-Pacific Union and the Chamber of Commerce and visited many social institutions, including the employment exchange, maternity homes, workers' institutes, the centres for the retraining of disabled men and for vocational training, homes for the aged, etc. He visited the Correspondent's Office of the International Labour Office and also several factories, silk mills, railway workshops and agricultural schemes.

From Tokyo the Director went to Yokohama, where he got into touch with the Seamen's Union and the shipowners, then to Nikko and afterwards to Kyoto, where he visited several silk factories and porcelain and lacquer works and where he was received by the Confederation of Labour. He also visited several industrial and agricultural undertakings at Osaka, where he gave a lecture arranged by the most important newspapers, and got into touch with the workers' organisations, the Chamber of Commerce, and the Cotton Federation.

On his return to Kobe he studied in conjunction with the Joint Maritime Committee the programme of the next Maritime Session of the Conference, which opens in Geneva on 10 October 1929. He visited the headquarters of the unions of seamen and officers of the mercantile marine, the emigration office, and the dockyards.

Throughout his stay in Japan the Director was mainly concerned with problems relating to Japanese co-operation in the work of the International Labour Organisation. Japan has always taken an active part in this work. As one of the eight States of chief industrial importance, Japan is a permanent member of the Governing Body and has sent complete delegations to every Session of the International Labour Conference, as well as being represented on most of the technical committees. Since 1921 Japan has kept a permanent delegations in Geneva accredited to the Governing Body. Through the medium of the Correspondent's Office at Tokyo, the public services and the organisations for statistics and research in Japan provide the International Labour Office with all the scientific date it requires.

Besides the White Phosphorus Convention, Japan has ratified nine International Labour Conventions; among them were three Conventions for the protection of children. The Director attempted in the course of long conversations with the authorities to give explanations which might in the future facilitate further ratifications. The officiales of the Bureau of Social Affairs, which is in effect a department of labour under the Ministry of the Interior, gave him valuable help in this work. At meetings convened by the Preseident of the Chamber of Deputies and the President of the House of Peers, and afterwards at meetings of the representatives of the different parties, he was able to observe the interest taken by eminent men of all parties in the work of the International Labour Office.

The difficulties in the way of the ratification of the Conventions prohibiting night work for women and regulating hours of labour were carefully studied in the course of these conversations. Two sets of causes were referred to as explaining the failure to ratify these two Conventions. The first of these refer to economic circumstances, including the depression in 1920, the earthquake in 1923, the financial panic in 1927, and the difficulties of the present time arising out of over-population, shortage of raw materials, and markets.

The other was the survival in Japan of a special industrial system known as the "family system", which imposed very heavy burdens on undertakings and made impossible any comparison with industry in other countries.

The Director pointed out that the problems of markets and raw materials might well be the subject of international discussions such as those initiated or suggested by the Economic Organisation of the League of Nations. As to the "family system", it obviously could not remain in force in great factories employing hundreds and thousands of workers. The modern technical methods to which the Japanese people with their marvellous powers of assimilation and tenacity are rapidly adapting themselves make it more and more difficult to maintain in industrial life a purely individual co-operation between employers and workers. The spirit of harmony must manifest itself increasingly through organisations rather than individuals. But the problem of the relations between employers' and workers' organisations is in fact one of the most serious questions in Japanese social life.

Japanese labour has not yet achieved unity. Doubtless this is a difficulty inherent in every period of establishment and growth of workers' organisations. It may be hoped that, as in other countries, difficulties will diminish as organisation improves. Again, the splendid energy of Japan should be able within a short period to overcome the economic obstacles which have slowed down its progress in social legislation. The sentiments which were expressed to the Director by Japanese statesmen, who are anxious to undertake all the obligations of modern industrial life, give grounds for the hope that the International Labour Organisation will meet full success in Japan.

The French Government having learned of the Director's journey had invited him to visit Indo-China, where he arrived on 8 January. He was received at Hai-Phong by the Governor-General, Mr. Pasquier, and visited in succession Hanoy, Hué, Tourale, and Saigon. He had an opportunity of making contact with this French colony at a specially opportune moment in its economic and social evolution.

Indo-China, after a period of administrative and agricultural colonisation, is now on the threshold of an era of industrial and financial organisation. Action taken at the appropriate moment to secure regulation of labour conditions may well prevent many evils. Several Decrees promulgated by the previous Governor-General, Mr. Varenne, on 25 October 1927 regulate the position of native workers engaged under contract. A labour inspection service was instituted in July 1927. A beginning is being made in the organisation of labour supervision in the plantations.

The Director ventured to urge the Governor-General that, before night work for women and child labour developed further, protective regulations should place Indo-China at least on the same level as neighbouring countries with respect to the protection of the workers. The Governor-General said that these problems were receiving his consideration. Possibly twelve years would be considered as the minimum age for the admission of children to industrial employment. Before the arrival of the Director, the Governor-General had already studied the possibility of applying, in the case of persons of French nationality, the legislation of 1898 relating to industrial accidents, and of establishing a special system of workmen's compensation for natives. At the request of the Governor, the Office will supply all the information needed. The Director brought back with him for use in the Asiatic enquiry a collection of documents which the Government had prepared for him.

The Office will follow with sympathy the efforts at organisation made by the French and native workers, many of whom are familiar with the work of the Office and follow its development.

Mr. Albert Thomas embarked at Saigon on 14 January. He reached Singapore on 17 January and Batavia on 19 January. It will be remembered that, on learning of the Director's proposed visit to the Far East, the Netherlands Government invited him to visit the Dutch East Indies. In view of the limited time at his disposal, the Director confined himself during his brief visit to Java to getting into touch with the Governor-General's department and the various central services, the employers' organisations and the social groups constituted for the purpose of studying the workers' interests. He decided, however, in order to meet the desire expressed by the Netherlands Government, to send Mr. Grimshaw, Chief of the Native Labour Section of the International Labour Office, on a mission to Java and Sumatra, as Mr. Grimshaw would have more time to make a detailed study of the life led by contract labourers and the general conditions of work on the plantations.

Efforts were made in various quarters to elicit the Director's views on the grave problem of penal sanctions. In a lecture which he gave at Batavia, and at which many employers were present, he replied to these attempts by dealing with the spirit and methods of the International Labour Organisation. It is possible to argue that the text of Part XIII does not condemn penal sanctions even by implication. On the other hand, it would be more rash to endeavour to find in that document arguments in favour of such a system. If it is possible to dispute the justification of a denunciation of this system as a survival of servile labour, the system is none the less contrary to the general spirit of the Labour Charter and to the modern social movement as a whole, which for more than a century past has been tending to give contracts of service a purely civil character. The Government will doubtless discover in the exercise of its own sovereign power a practical way of carrying out reforms abolishing penal sanctions.

This question did not prevent the Director from observing the general progress which has been achieved in the Dutch East Indies and which commands the admiration of the world. After visiting a few tea and cinchona plantations in Java and looking through a mass of documentary material, he was able to form an idea of the huge efforts which have been made on behalf of the health, sanitation, education and recreation of the workers. The Netherlands Government has not neglected to make clear, in conformity with Article 421 of the Treaty of Peace, the conditions under which Conventions ratified by the Netherlands are applied in the Esat Indies.

During his return voyage the Director took advantage of the passage through the Suez Canal and of the calls at Suez and Port Said to visit Cairo. There he met His Excellency Rida Pasha, Under-Secretary of State in the Ministry of Justice. In the course of a conversation with him and some members of his Commission, including representatives of employers' organisations, the Director was able to appreciate the present position with respect to the investigations and discussions carried on by the Commission with a view to the drafting of a Labour Code. The Director was asked to give his opinion on various points. The Under-Secretary of State accepted his proposal that the draft Code when drawn up by the Commission should be examined by the technical services of the Office. Pending the entry of Egypt into the League of Nations, the Director can only express his appreciation of the unofficial collaboration which has been established between the Egyptian Government and the International Labour Office.

In his report to the Governing Body the Director drew from his impressions several general conclusions.

One point must be noted immediately : personal contact and personal representations with a view to urging the fulfilment of the obligations laid down in the Peace Treaty are essential if results are to be obtained. Without this it would be impossible for the Office to appreciate at their full value the political, moral and social factors on which the Office must rely in each country for the promotion of international legislation. Again, the diversity of the countries which the Director visited led him to reflect afresh on the tasks which the International Labour Organisation has to fulfil in different parts of the world. It is difficult for the world to educate itself to the idea of unity. The everyday problems of different peoples are utterly different. In spite of the technical facilities for the transmission and dissemination of news, one still fells in the Far East a curious impression of total separation from Europe, and an immense amount remains to be done in the way of information and education in this connection. This effort is all the more necessary since the prestige of the white race has suffered lately in these regions. In every country the nationalist idea has made its appearance; the racial problem is universal; Communist propaganda gives an edge to racial feelings. To these movements Western civilisation opposes its organising capacity, its systematic methods, its technical progress. It is not enough to convince the peoples of the Far East of the necessity of free and frank co-operation; the truth is that such co-operation can only be created on the basis of a common system of ideas.

Throughout his journey the Director could not cease reflecting on the immense work which in the present circumstances the International Labour Organisation might perform. The establishment of fair and human conditions of work in all the Far Eastern countries; the diffusion of peinciples of social justice in all these new industrial communities and the demonstration that under these principles native and European workers enjoy the same rights and that Chinese and European employers accept the same regulations and the same obligations; above all, the efforts made by the more advanced countries, such as Japan, to overcome their psychological and economic difficulties and fall into line with the great industrial countries; such progress as this will not merely show the value of the Organisation's work but will possess the immense advantage in the world of labour of substituting ideas of collaboration and human equality for racial and national conflict. It will fully demonstrate the possibility of peaceful co-operation. Thus, the International Labour Organisation will have made by its own activities a real contribution to the establishment of peace.

The Director arrived back in Geneva on 17 February 1929.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 5. May.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 April 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 349 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was twenty-eight.

Between 22 March and 21 April 1929, the International Labour Office was informed of seven new ratifications, namely :

The registration of the ratification by *Finland* of the Convention concerning the use of white lead in painting, adopted by the International Labour Conference at its Third Session (Geneva, 1921), and the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

The registration of the ratification by *France* of the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Geneva, 1920), and the Convention concerning the rights of association and combination of agricultural workers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The registration of the ratification by *Portugal* of the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts appointed by the Governing Body of the International Labour Office to examine the annual reports that are presented under Article 408 of the Treaty of Versailles by the different States on the measures taken by them to apply the International Labour Conventions that they have ratified sat at Geneva from 21 to 23 March.

After a speech of welcome by Mr. Albert Thomas, Director of the International Labour Office, Mr. Tschoffen, Senator, former Minister of Labour, Industry and Social Welfare, of Belgium, was elected to the chair. Mr. Jules Gautier, Vice-President of the National Economic Council of France, was appointed reporter.

This year the Committee has had 223 reports to examine, as against 175 last year. These 223 reports concern the application of twenty Conventions which have been in force for more than a year for States that have ratified.

The Committee approved the text of the report drafted by its reporter. This report states that out of the 223 reports received, 192 give rise to no observations, and that the national legislation in the States that have ratified is in harmony with the International Conventions. The report will be forwarded to the Governing Body of the International Labour Office for submission to the International Labour Conference, the Twelfth Session of which opens at Geneva on 30 May next.

THE NINTH SESSION OF THE JOINT MARITIME COMMISSION

The Ninth Session of the Joint Maritime Commission was held in Paris, at the Ministry of Labour, on 18 to 20 April, 1929, under the chairmanship of Mr. Arthur Fontaine (France), Chairman of the Governing Body of the International Labour Office.

There were present :

Representatives of the Governing Body : Mr. Lecocq (substitute for Mr. Olivetti), Employers' Group; Mr. Ben Tillett (substitute for Mr. Poulton), Workers' Group.

Shipowners' Representatives : Mr. Cuthbert Laws (Great Britain), Mr. de Rousiers (France), Mr. Rehmke (Germany), Mr. Odjfell (Norway), Mr. Nakamura (substitute for Mr. Matsukata, Japan), Mr. Perosio (substitute for Mr. Brunelli, Italy), and Mr. Deckers (Belgium).

Seamen's Representatives : Mr. Ehlers (France), Mr. Henson (Great Britain), Mr. Kohler (Germany), Mr. Fimmen (Netherlands), Mr. Lundgren (Sweden), Mr. Mahlman (Belgium), Mr. Brandt (Belgium), Mr. Mas (deputy member, France).

Before the Commission began the discussion of its agenda, several members, including the Chairman, paid a tribute to the memory of Mr. Havelock Wilson, formerly a member of the Commission, news of whose death had just been received. It was decided that a telegram of condolence should be sent to Mr. Havelock Wilson's family.

The Protection against Accidents of Workers employed in Loading and Unloading Ships. — It will be remembered that the International Labour Conference, at its 1928 Session, had on its Agenda the wide problem of the prevention of industrial accidents. For the consideration of this question in its various aspects, the Conference set up three Committees : a general Committee on the Prevention of Accidents, a Committee on the Prevention of Accidents due to Coupling on Railways, and a Committee for the Protection against Accidents of Workers employed in Loading and Unloading Ships.

On the proposal of this last Committee, the Conference placed as a separate item on the Agenda of its 1929 Session the Protection against Accidents of Workers employed in Loading and Unloading Ships, and it adopted a questionnaire for the consultation of Governments on the desirability of an International Convention on the subject.

It also adopted the following Resolution :

" When the International Labour Office, after the replies of the Governments, shall have prepared the Draft Convention with the object of ensuring the safety of workers employed in the loading and unloading of ships, this Draft shall be sent to the Joint Maritime Commission, which shall give its opinion on the maritime aspects of any of the clauses proposed. The opinion of the Joint Maritime Commission shall be communicated to all the Governments before the opening of the session of the Conference which will be called to decide on the Draft Convention."

Accordingly the Blue Report containing the proposed Draft Convention prepared by the Office on the basis of the replies of the Governments was submitted to the Joint Maritime Commission at its Ninth Session.

The Commission adopted certain resolutions, including two of a general character on the proposed Draft Convention. The first of these was as follows :

" The Joint Maritime Commission supports the view expressed by the Governments of Denmark, Finland, the Netherlands, Norway and Sweden based on the principles embodied in the Copenhagen Convention, viz. that the countries ratifying the Draft Convention should reciprocally agree to recognise each other's inspection and supervision."

The Commission proposed a clause which should be added to the Draft Convention in order to give effect to this view.

The second resolution of a general character was as follows :

" The Joint Maritime Commission desire to record their view that, so far as relates to ships, the provisions of the Draft Convention, while designed to provide protection for men engaged in loading and unloading ships, must always have regard to any rules laid down by the proper authorities governing the construction and seaworthiness of ships."

The Commission then proceeded to consider the proposed Draft Convention Article by Article. A number of suggestions were put forward, in some cases by the Commission as a whole and in others by one of the two groups. The various observations made will be communicated to Governments in accordance with the Resolution of the Conference which was quoted above.

The Director's Report. — The Commission considered the Report submitted by the Director of the International Labour Office on maritime questions, and in particular on the preparation of the Maritime Conference which will meet in Geneva on 10 October.

The Report indicates the progress made in international labour legislation relating to maritime matters. While this progress is not yet in accordance with the hopes authorised by the engagements undertaken through the Peace Treaty and at the International Labour Conference, the movement of ratification of Maritime Conventions continues.

The Director indicated in his Report the action taken on the suggestions made by the Joint Maritime Commission at previous sessions, particularly with regard to conditions of work in the fishing industry, statistics of wrecks and accidents on board ship, questions relating to the safety of the crew, such as those of deck cargoes, overloading of ships, etc. He gave an account of the present position of various studies, the enquiry on conditions of engagement and of work in inland navigation, studies of social charges in the mercantile marine, enquiry on conditions of work in fishing for sponges, pearls, coral and other submarine products.

The Report gives fuller information on the questions which figure on the agenda of the forthcoming Maritime Conference, namely : the protection of seamen in case of sickness (including treatment of seamen injured on board ship); the promotion of seamen's welfare in ports; the question of the establishment by each maritime country of the minimum of professional competency exigible from captains and navigating and engineer officers in charge of watches on board merchant ships; and the regulation of hours of work on board ship.

The Director drew attention to the precautions taken to surround with every possible guarantee the study of the last question, which is particularly complex. In order to obtain from all countries agreed information with regard to national regulation and its practical application, the Joint Maritime Commission, at its previous session, had suggested consultations of shipowners and seamen organised by the Governments of all maritime countries, at which the International Labour Office might be represented. Most of the Governments concerned agreed to collaborate in this work of practical information.

Mr. Albert Thomas stated in his Report that the Office considered that it had accomplished almost all of the preparation that could be expected of it. He expressed the hope that this might help the parties concerned to reach in a spirit of mutual understanding practical results which would conciliate the interests and the hopes involved.

The Joint Maritime Commission proceeded to an exchange of views on various points in this Report, and in particular on the measures taken to give effect to the suggestions that it had made at its Eighth Session with regard to the joint consultation of shipowners and seamen by the Governments of maritime countries with a view to obtaining agreed information on the actual practice as regards hours of work on board ship.

Penalties to be imposed and competent courts to deal with offences of an occupational character committed at sea. — This question had previously been considered at the Eighth Session of the Commission in connection with questions arising out of the " Lotus " case. It was agreed that the Office should keep in touch with the organisations responsible for dealing with those aspects of the matter which did not come within its own competence. Among these was the question of an international agreement on the legal consequences of collisions at sea, which was submitted to the Transit Organisation of the League of

Nations by the International Mercantile Marine Officers' Association. The Advisory Committee on Communications and Transit did not, however, consider it possible to take action on the matter. Both groups on the Joint Maritime Commission maintained their view that it was of great importance that an international agreement on the subject should be concluded and accordingly the Commission unanimously adopted the following resolution :

> "The Joint Maritime Commission, considering that it is necessary to lay down by means of an international Convention the competent courts and the penalties to be imposed in case of collision at sea,
>
> "Considering that the question, which was referred successively to the Advisory and Technical Committee on Communications and Transit and the Permanent Committee on Ports and Maritime Navigation, appears to have been set aside rather than solved by those bodies,
>
> "Re-affirming the serious reasons which led it to ask for a solution as an urgent matter, especially as regards the danger that ships' masters and shipowners may be liable to more than one prosecution for the same offence :
>
> "Expresses the wish that the International Maritime Committee of Antwerp, which has already successfully undertaken the drafting of a number of international Conventions of a legal character, should deal with the settlement of the penal consequences of collisions outside territorial waters, and should place this question on the agenda of the next meeting, with a view to the preparation, in concert with the International Labour Office, of an international agreement containing provisions which would complete, by means of rules concerning penal sanctions, the Convention at present in force on collisions and assistance at sea."

THE SALE OF INTERNATIONAL LABOUR OFFICE PUBLICATIONS

The sale of publications of the International Labour Office has again increased in 1928. In 1925 the sum obtained from this source amounted to 133,500 gold francs; in 1926 to 149,600, in 1927 to 220,100, and in 1928 to 241,500 gold francs.

International Labour Office publications are now sold in sixty-one countries throught the world. Increases in sales have been most noticeable in Germany (37,000 francs in 1928 as against 8,000 in 1925), Great Britain (25,000 francs in 1928 as against 13,000 in 1925) and Spain (25,000 francs in 1928 as against 8,000 in 1925). The next countries on the list are France and Italy. In the United States of America the sale of publications in 1928 brought in 20,000 francs, in Switzerland 15,000, in Japan 13,000, and in Argentina 8,000.

A complete set of the publications issued by the International Labour Office in different languages during the year would cover 43,000 pages of print, for the most part in octavo.

FORTHCOMING MEETINGS

22 May : Committee on Conditions of Work in Coal Mines.
24 May : Committee on Social Charges.
27 May : Forty-Fifth Session of the Governing Body.
30 May : Twelfth Session of the International Labour Conference.
24 June : Committee on Conditions of Work in the Textile Industry.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 6. **June.**

This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 30 May 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 351 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was thirty.

Between 22 April and 30 May 1929, the International Labour Office was informed of the registration of two new ratifications, namely :

The registration of the ratification by *Estonia* of the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva 1926).

The registration of the ratification by *Greece* of the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva 1921).

THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twelfth International Labour Conference opened on Thursday, 30 May 1929, at Geneva.

Fifty Governments sent official delegations. Last year the number was forty-six. Fifty represents the largest number of delegations sent to any Conference since the inception of the International Labour Organisation.

At its first sitting, the Conference elected Dr. Heinrich Brauns, former Minister of Labour of the German Republic and head of the German Delegation, as its President.

It will be remembered that the questions on the Agenda or the present Session -

are : Forced Labour, Hours of Work of Salaried Employees, the Prevention of Industrial Accidents and the Protection against Accidents of Workers engaged in Loading or Unloading Ships. The Conference will also have to examine an International Labour Office Report on Unemployment, the Report of the Director of the Office on the activity of the Organisation during 1928, and the reports supplied by States under Article 408 on the application of Conventions ratified by them.

A full report of the work of the Conference will appear in the next *Monthly Summary*.

THE REPORT OF THE DIRECTOR ON THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION

The International Labour Office has issued to Governments of States Members of the League of Nations the Report of the Director on the activity of the International Labour Organisation during 1928. This Report invariably forms the basis of an interesting discussion during the Sessions of the International Labour Conference. As in previous years, it consists of two large volumes, one of which is the Report properly so-called, while the other summarises the annual reports supplied under Article 408 of the Treaty of Versailles which calls on Governments to give specific information on the application of Conventions ratified by them.

Part I consists of two sections. The first is devoted to the working of the Organisation and gives information, not only on its relations with Member-States, but also with States that are not Members of the League of Nations, and in particular the United States of America and Russia. It then deals with the legal questions raised by the working of the Organisation and of the Conference, with the work of the Governing Body and of its Committees, the organisation of the International Labour Office, its relations with the League of Nations, and its information and general relations activities during the last year.

The second section begins with an account of the world economic situation in 1928, and deals with the results obtained during the year in the various fields of activity of the Organisation with particular reference to the application of the Conventions and Recommendations adopted by previous Conferences.

In the concluding pages of his Report, the Director draws certain general conclusions. Replying to criticisms made during the discussion of the International Labour Office budget during the last Assembly of the League of Nations, the Report calls attention to the increasing success of the Office publications. Although these publications are distributed gratis to Government administrations and often also to organisations constitutionally represented at the Conference, their sales increase continuously. Last year's income from this source was 170,000 francs. Countries not using one of the official languages constantly demand that Office publications should be translated into their languages.

The most encouraging progress during 1928, however, has probably been in the field of international labour legislation. There has been an unprecedented increase in the number of ratifications. While former reports have noted some thirty-four or thirty-five fresh ratifications per year, and on one occasion fifty-seven, no fewer than seventy-nine were ratified between 15 March 1928 and 15 March 1929. A real spirit of competition seems to have shown itself among the large industrial countries, while other States which have till now remained indifferent or hesitating are taking action which should lead to the acceptance of International Labour Conventions. If the States of South America follow the example of Chile and Cuba in the matter of ratifications, rich harvests should be reaped in future years.

Nor is this all. Time has served to dispel the doubts that were once entertained with regard to the full application of Conventions. Two years ago a Committee Experts was set up to examine the annual reports from each State under

Article 408 of the Peace Treaty on the application of the Conventions ratified. At first in seemed that this Committee would find difficulty in having its authority recognised. The last Conference, however, not only accepted the conclusions of the Committee, but encouraged it to continue and extend its task. States, too, have readily responded to the requests addressed to them for further explanations and fresh information. The suggestions and findings of the Committee have often led to legislative action, and shown that the texts of the Conventions are not a dead-letter, but on the contrary are producing practical and beneficial results.

This does not, of course, imply that there is nothing more to be done than to wait quietly for the natural growth of principles that have become generally accepted or the automatic functioning of international machinery which is now more or less in running order. Experience of the last ten years has shown that international life is never spontaneous, but is the result of a constant effort of will. There are certain tasks that the International Labour Organisation has not yet brought to a successful conclusion, such, for instance, as the problem of the Eight Hours' Convention. In that connection, however, it would be unjust to speak of a check, for pregress in the direction of the eight-hour day is constantly being made. In several countries a fresh stage towards its acceptance was reached in 1928. Great Britain's proposal for revision is, despite all the minsuderstandings and uneasiness that it created, striking evidence of a universal feeling that complete international agreement on this vital question must be reached. It is no use, however, to pretend that there are not many difficulties still to overcome. The establishment of a procedure for the revision of Conventions which will not endanger the solidity of the structure of labour legislation is in itself a delicate and complicated question. Fresh tasks are urgently claiming the attention of the Organisation. This will be the Conference's first venture into the difficult question of native labour, which differs so widely from modern industrial labour conditions. On the other hand, there are in the older industrial communities certain classes of workers who have become conscious of their special interests, and feel that they are insufficiently protected against the difficulties that they have to encounter and ask for special reforms — salaried employees and technical and professional workers. Some international regulations will no doubt require to be framed in their interest.

The Report then examines the sources to which the Office can look for assistance in completing the tasks that are already in hand and undertaking the fresh duties that are being imposed upon it. After a passing reference to various political considerations, the Report says that the general economic situation gives ground for hope. "In the last resort, however, any examination and assessment of the factors which may contribute to the development of the work of the Organisation always lead back to the importance of moral forces. Progress can only be made with the ratification and application of Conventions if organisations (those of the employers as well as those of the workers, but particularly the latter) are clearly conscious of their destiny and appreciate the value of legislation for securing their protection and liberty. The problem of social reform, as has frequently been stated, is essentially a problem of faith and will."

The Report then deals with the encouragement that can be found in the movement of the masses towards a higher culture, intellectual emancipation and moral improvement, in various political developments, and certain marked aspirations towards social justice; and the Director ends by referring to his recent visit to the East :

> It is not only in countries with a long industrial tradition that the influence and action of the International Labour Organisation can be seen. During last year its horizon has widened considerably. Touch has been established with countries whose civilisation is old, but whose industry is still young, with races whose instincts as well as their tradition and culture make them in general ready to accept and follow the great principles contained in the Pact of the League of Nations and the International Labour Charter. There are still innumerable prejudices, conflicting interests, profound and at times apparently

insurmountable misunderstandings, not to mention the feeling of hostility which exists in more or less varying degree between the white and yellow races. Communism, too, with its direct, clear-cut and brutal propagande, frequently helps to stir up feelings of hatred which no marvels of modern technical progress can allay. But, as the Office pointed out in a report to the Governing Body, its affirmation of the principles of the Organisation and its efforts to have them understood and translated into practice should in themselves create fresh possibilities of conciliation and peace.

Surely an effective contribution will have been made towards abolishing the sharp sence of racial inequality when uniformly equitable and humane working conditions are established for all, when the benefits of protection and insurance are extended, in forms suited to their traditions, to native workers as well as to those in large industrial countries. To establish the reign of justice and equity in labour conditions is surely to work for peace.

Thus, in carrying out the special task assigned to it, the Office can justly claim to be doing its share in the general work of the League of Nations.

THE FORTY-FIFTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met at Geneva on 27 and 28 May.

In first examined the questions on which it was necessary to take a decision before the opening of the Twelfth Session of the International Labour Conference. Consequently it examined the report of the Committee of Experts on the reports furnished by the different States, under Article 408 of the Peace Treaty, with regard to conventions ratified by them. This report, a general summary of which was given in a recent number of the *Monthly Summary*, only gave rise to observations on certain purely formal points. It will be submitted to the International Labour Conference, which will entrust a special Committee with its detailed examination.

The Governing Body then examined the report of its Standing Orders Committee with regard to certain legal problems which present themselves in connection with the revision of International Labour Conventions, and in particular the problem of the standard Articles on revision to be inserted in future Conventions.

> Is it advisable to maintain in the texts of Conventions which the Conference may be asked to vote on in the future the standard article concerning a possible revision every ten years?
>
> What would be the fate of a Convention already ratified by a certain number of States if it were to be later revised by the passing of a new Convention?

These are two of the many complex questions considered by the Standing Orders Committee.

The Governing Body, after taking note of the report of this Committee, decided to submit it to the Conference.

It was also decided to transmit to the Conference a proposal put forward by Dr. Riddell, Government delegate of Canada, concerning the constitution of Conference Committees.

The Governing Body then adopted the report of its Committee on the language question. The Committee had dealt with this matter from the practical viewpoint of giving delegates who do not know the official languages an opportunity of following the work of the Organisation.

The Committee noted with satisfaction that effective steps had already been taken as regards the Conference. The system of simultaneous telephonic translation, on which experiments were made last year, will be improved upon this year, and a larger number of apparatus will be in use. In addition, experiments will be made in projecting on a screen, in several languages, the text of the different resolutions, amendments, etc., under discussion.

The Governing Body decided the conditions under which the representatives of the different groups should be appointed to the Migration Committee, the general constitution of which had already been agreed upon at the previous Session.

It also studied the question of the constitution of the Joint Committee on Automatic Coupling. It will be remembered that, at ist 1928 Session, the International Labour Conference, when discussing the question of the prevention of industrial accidents, set up a special Committee for the study of the particular problem of the prevention of accidents due to coupling on railways. As a result of the report drawn up by this Committee, the Conference voted a Resolution calling upon the Governing Body to nominate a Joint Committee on Automatic Coupling. The Governing Body at its Forty-Second Session, being notified of the Resolution passed by the Conference, adopted the following Resolution :

> The Governing Body requests the Director to approach the International Railway Union, and particularly to draw its attention to the Resolution adopted by the Conference concerning the prevention of coupling accidents, and to inform it of the Governing Body's intention to set up the Committee for which that Resolution provides at an early Session, and in any case before the end of 1929.

The Governing Body, after having taken note of the correspondence exchanged between the Director and the International Railway Union, decided at its October Session to set up a Joint Committee on Automatic Coupling composed of twenty-seven members, each of the three groups of the Governing Body appointing one of its number and eight experts.

The Governing Body also discussed its financial relations with the Assembly of the League of Nations. On this subject Sir Atul Chatterjee made a formal proposal with a view to the adoption of some practical method of harmonising the administrative autonomy of the Office with the general responsibilities of the Assembly in matters of finance. The Governing Body referred the question to its Finance Committee for consideration.

The Governing Body will meet during the Conference, at times to be fixed later, for the examination of the questions remaining on its agenda.

THE COMMITTEE ON CONDITIONS OF WORK IN COAL MINES

The special Committee on Conditions of Work in Coal Mines met at the International Labour Office on 22 May 1929.

The Committee consists of nine members (three representatives of each of the Governing Body groups). It was appointed by the Governing Body to follow the enquiry undertaken by the International Labour Office into the conditions of work and pay in the coal-mining industry.

The following members were present : Mr. Neitzel (Germany) accompanied by Mr. Hagen, Mr. Sokal (Poland) and Mr. Somervell (Great-Britain) accompanied by Mr. Hurst, representing Governments; Mr. Jungst (Germany), Mr. Lee (Great Britain) accompanied by Mr. Minton, and Mr. Parent (France, representing employers; and Mr. Schmidt (Germany) accompanied by Mr. Berger, Mr. Herbert Smith (Great Britain) accompanied by Mr. Richardson, and Mr. Vigne (France) accompanied by Mr. Delattre (Belgium), representing workers. Mr. Somervell, the British Government representative, was nominated to the Chair.

The Committee examined the draft report prepared by the International Labour Office on its enquiry into the hours of work and wages in coal mines in Europe during 1927, in continuation of its previous enquiry which has already been published and which gives figures for the year 1925.

The Committee then discussed what action, if any, should be taken on the resolution adopted by the Inernational Miners' Federation at its Nîmes Congress in June 1928. This resolution, which had been transmitted to the International Labour Office, related to the question of hours of work in the mines.

The Committee noted the statements of the Director with a view to suggesting to the Governing Body that it should request the Office to continue its study into the possibilities of unifying conditions of work in coal mines in the different countries. On the basis of further information that it obtains, the Office would make precise proposals which would at a later date, but as soon as possible, be forwarded for the consideration of the Committee on Conditions of Work in Coal Mines.

THE COMMITTEE ON SOCIAL CHARGES

The Committee on Social Charges met on 24 May 1929. This Committee was appointed by the Governing Body to assist the International Labour Office in its study into the cost of insurance systems and similar charges in different countries.

It consists of six members, two representatives of each of the three Governing Body groups.

The following members were present : Mr. Yoshisaka (Japan) and Mr. Grieser (Germany), representing Governments; Mr. Forbes Watson (Great Britain) and Mr. Vanek (Czechoslovakia), representing employers; and Mr. Müller (Germany) and Mr. Thorberg (Sweden), representing workers, They were assisted by the following experts : Sir Walter Kinnear (Great Britain), Mr. Janko (Czechoslovakia), Mr. Horowitz (Poland), and Mr. Dreyfus (France).

Mr. Yoshisaka, of Japan, was appointed Chairman.

After examining the report of the Office on the cost of the various systems of social insurance in certain important industrial countries, namely, Czechoslovakia, France, Germany, Great Britain and Poland, and after recognising the value of the information so far obtained, the Committee came to the conclusion that opinions varied considerably as to the field that should be covered in the study of this subject. It therefore decided to ask the Office to draw up and present to a further meeting, to be held probably before the end of the year, a report setting out the different points of view, with the advantages and disadvantages of each, in order to enable it to take a definite decision as to the exact field to be covered.

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OF THE
INTERNATIONAL LABOUR ORGANISATION

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THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

Fifty of the fifty-five States Members of the International Labour Organisation were represented at the Twelfth Session of the International Labour Conference, which took place at Geneva from 30 May until 21 June. This is the largest number of States which have yet been represented at the Conference. For the first time, China sent a complete delegation. There was also a complete delegation from Brazil, which, although it is no longer a Member of the League of Nations, thus once more manifested its desire to maintain its collaboration with the International Labour Organisation. Turkey, though not a Member of the Organisation, once more sent an observer this year.

The importance of the questions which the Conference had before it amply justified the interest manifested by the various States Members. As Mr. Arthur Fontaine, Chairman of the Governing Body, pointed out : "All the questions which were discussed, numerous and difficult as they were, have been settled in a definite way. This will facilitate the work of the Governing Body as well as that of future Conferences, and will expedite the progress of the social reforms which the workers are awaiting." The Twelfth Session may thus be regarded as having been particularly successful.

The President of the Conference was Dr. Heinrich BRAUNS, German Government Delegate, and former German Minister of Labour. The Vice-Presidents were Mr. DUZMANS, Government Delegate of Latvia; Mr. ČURČIN, Employers' Delegate of the Serb-Croat-Slovene Kingdom; and Mr. THORBERG, Workers' Delegate of Sweden.

It will be remembered that there were four items on the agenda :

(1) Prevention of industrial accidents.
(2) Protection against accidents of workers engaged in loading or unloading ships.
(3) Forced labour.
(4) Hours of work of salaried employees.

The Conference was only asked to take final decisions on the first two questions, which had previously been considered at last year's Session. The third and fourth questions came up for preliminary consideration this year under the double discussion procedure which is followed by the Conference.

The decisions arrived at may be summarised as follows:

Prevention of Industrial Accidents

The Conference adopted four decisions on this subject, which relates to the organisation of what Mr. Albert Thomas calls "the international Red Cross on the battlefield of labour": (1) a Recommendation concerning general principles for the prevention of industrial accidents; (2) a Draft Convention concerning the marking of the weight on heavy packages transported by vessels; (3) a Recommendation concerning responsibility for the protection of power-driven machinery; (4) a Resolution concerning industrial accident statistics.

The general Recommendation concerning the prevention of accidents was adopted by 100 votes to 12. It includes four parts. The first part relates to the problem of enquiry into the causes of accidents and the methods of preventing them. The second deals with the part to be played by the State, the employers and the workers in accident prevention, and gives definite indications as to the methods which may be adopted for that purpose. The third relates principally to the legal obligations imposed on employers and workers for the purpose of accident prevention. It suggests that before Governments issue regulations for any particular industry, opportunity should be given to the representative organisations of employers and workers in the industry to submit their views. The Recommendation suggests by way of example that workers should take part in the inspection of factories. The fourth part contains various suggestions relating to insurance companies as a factor in accident prevention.

The Draft Convention concerning the marking of the weight on heavy packages transported by vessel was adopted by 98 votes to 24. Its purpose is to protect workers against certain kinds of accidents which are particularly frequent. When the weight is not marked on packages or heavy objects which it is necessary to load or unload by mechanical means, it may happen that the cranes which are used have not been constructed to bear so heavy a load, and may therefore break, thus causing serious accidents. The Draft Convention, which applies both to maritime and inland navigation, accordingly lays down the principle that packages which are to be transported by water must be marked with their weight if this is a thousand kilograms or over.

The Recommendation concerning responsibility for the protection of power-driven machinery is intended to provide an additional safeguard for workers. The Recommendation suggests that, without prejudice to the responsibility for protecting machinery, which should in any case rest on the employer, this should be supplemented by placing responsibility on the person who, within the territory of the country, supplies or installs the machinery in the undertaking. This would increase the probability that national safety regulations were properly observed.

A Recommendation on this subject was adopted by 87 votes to 28.

Finally, the Conference unanimously adopted a Resolution requesting the Governing Body of the International Labour Office to consider the desirability of convening a Conference or Commission of experts in accident prevention and accident statistics, to consider the possibility of laying down uniform bases for the compilation of such statistics.

Protection against Accidents of Workers of engaged in Loading or Unloading Ships

The Eleventh Session of the Conference, which discussed the general problem of accident prevention, considered it necessary, in addition to the measures of a general character referred to above, to establish special international regulations for work in ports. The transport workers' organisations also expressed a strong desire for regulations of this kind. The Twelfth Session of the Conference accordingly adopted a Draft Convention concerning the protection against accidents of workers engaged in loading or unloading ships. The Draft Convention, which was adopted by 84 votes to 22, does not confine itself to laying down general principles, but contains a number of detailed provisions.

The Draft Convention covers all work of loading or unloading, whether performed on shore or on board any ship, whether engaged in maritime or inland navigation, with the single exception of ships of war. It lays down the measures to be adopted in connection with approaches over docks, wharves, quays, or similar premises, with a view to the safety of workers. It also lays down the measures to be taken for the protection of the ways of access.

There are also provisions dealing with hoisting machinery and gear both on shore and on board ship. All such machinery and gear must be periodically inspected. Safeguards are laid down for engines, transmission gear, electric cables, cranes, derricks, etc. Certain dangerous methods of work are prohibited, and the means of ensuring that first aid for the injured is rapidly available are provided. There are also provisions intended to ensure efficient inspection and the imposition of penalties.

This important Draft Convention is supplemented by two Recommendations. The first, which was adopted by 101 votes to nil, draws the attention of States Members to the desirability of concluding reciprocal agreements. The second, which was adopted by 88 votes to nil, refers to the consultation of the employers' and workers' organisations concerned with a view to the establishment of regulations for the safety of workers engaged in loading and unloading ships. The Conference also unanimously adopted a Resolution inviting the Governing Body of the International Labour Office to set up an international technical Committee to work out a model set of regulations which might guide Governments in framing or modifying their respective regulations with a view to putting them into agreement with the Draft Convention.

Forced Labour

The other two questions which were placed on the agenda of the Conference—that of forced labour and that of hours of work of salaried employees—did not come up for final decision this year. Under the double discussion procedure, the Conference was simply asked to decide whether the questions should be placed on the agenda of the 1930 Session, and, if so, to adopt questionnaires with a view to the second discussion, by means of which the Governments would be asked whether they considered international regulations on the subjects desirable, and what provisions should be included. The Conference will be in a position to adopt Draft Conventions or Recommendations in 1930 on the basis of the Governments' replies.

In dealing with the question of forced labour, the International Labour Conference entered a new field. The question affects millions of persons, and is connected with the great problem of colonisation, the relations between civilised and backward or primitive peoples, and the exploitation of natural wealth which is an indispensable factor in the economic life of the world. It will be remembered that the question of forced labour was laid before the International Labour Organisation as a result of the Slavery Convention adopted by the Sixth Assembly of the League of Nations. The ground was prepared for the Conference by a Committee of Experts on Native Labour set up in connection with the International Labour Office.

After full discussion the, Conference decided by 101 votes to 15 to place the question of forced labour on the agenda of the 1930 Session. It adopted by 83 votes to 17 a questionnaire for Governments which deals with all aspects of the problem and the possible solutions. This may lead to the adoption next year of a Draft Convention for the abolition of forced labour, or at any rate for its limitation, and the prevention of abuses in connection with it. Without going into details, it may be said that there was unanimous agreement that forced labour for private individuals should be abolished, and that forced labour for public purposes should be regulated with a view to the ultimate total abolition of a system which has justly been called a survival of slavery.

The Draft Questionnaire drawn up by the Committee was amended by the Conference, at the suggestion of the Workers' Group, in three important respects—right of association for native workers, a maximum eight-hour day in the case of forced labour, and the institution of a permanent Committee of Experts on Forced Labour in connection with the Office.

The nature of the proposals which will be laid before the next Session of the Conference will of course depend on the Governments' replies, but there can be no doubt that great progress has been accomplished, and that the International Labour Conference has done important humanitarian work on this question.

It should also be noted that the Conference, by 64 votes to 21, adopted a Resolution asking the Office to undertake, with a view to future action, a study of various problems connected with forced labour, and in particular of penal sanctions in connection with indentured contract labour.

Hours of Work of Salaried Employees

The Conference decided by 103 votes to 17 to place the question of hours of work of salaried employees on the agenda of the 1930 Session. By 92 votes to 15 it adopted a questionnaire by means of which Governments will be asked to supply full information with a view to the decision to be taken at the 1930 Session in the form of a Draft Convention or Recommendation.

The questionnaire deals with the various ways of determining the scope of the future Convention or Recommendation. Governments are asked whether the scope should include all salaried employees if it is found possible to establish a general definition of that term, or whether, in the absence of such a definition, the classes of workers to be covered should be enumerated. Governments are asked whether in any case the Convention or Recommendation should include persons employed in commercial undertakings of whatever kind, undertakings which are both industrial and commercial in so far as they are not treated by national law as industrial undertakings (and as such already covered by the Washington Hours Convention), in undertakings and public administrative services in which the staff is mainly engaged in office work, in institutions for the preventive and curative treatment of the sick, infirm, destitute and mentally unfit, in theatres and places of public amusement, in hotels, clubs, cafés, restaurants and other refreshment houses. Governments are also asked to indicate any other kinds of undertaking which they wish to propose. They are also asked whether the Convention or Recommendation should apply to all undertakings of the kind specified, whether they are public or private, whether they are secular or religious and whether or not they are carried on for profit. Governments would also be requested to state whether they consider that undertakings in which only members of the employer's family are employed should be excluded.

A subsequent question relates to the definition of the term "hours of work". Reference is made to a general weekly maximum of 48 hours and a daily maximum of eight hours for all persons employed in the undertakings to be covered. There is also a question relating to various methods of distributing hours of work.

Unemployment

Although the question of unemployment was not placed on the agenda of this year's Session with a view to the adoption of decisions, the Conference neverthelessde voted special attention to the subject. It may be remembered that it had before it a report by the International Labour Office relating more particularly to the effect of certain important factors of an international character on the unemployment situation in recent years.

The Conference set up a special Committee to study the report of the Office and two draft Resolutions on the subject of unemployment submitted by Mr. Schurch and Mr. Mertens respectively. As the conclusion of its discussions, the Committee decided to propose a Resolution dealing with various aspects of the unemployment problem.

In this Resolution, which was adopted by the Conference, satisfaction was expressed at the setting up in association with the Financial Committee of the League of Nations of a Committee of experts to examine the causes of fluctuations in the purchasing power of gold and their effect on the economic life of the nations. The Office is asked to offer its assistance to the Committee of experts in the investigation of the effects of monetary fluctuations on the economic situation of the workers, to communicate to that Committee the results which have already been obtained by its studies concerning the effects of monetary fluctuations and the stability of employment of the workers, and, if possible in co-operation with the Committee of experts, to undertake further investigations concerning the effects of these fluctuations on the standard of living of the workers, on their efficiency, their hours of work, the relations between employers and workers and the general development of legislation for the protection of workers.

The Resolution goes on to invite the Governing Body of the International Labour Office to study the best means of bringing about the adoption of measures, either nationally or internationally, which may be thought desirable for the reduction of unemployment among workers in coal mines. It also invites the Office to continue its investigations on the problem of unemployment in the textile industries and to undertake similar investigations in the case of other industries, not excluding agriculture.

The Office is further invited to pursue investigations on the development of public employment agencies and their administrative organisation.

Finally, the Governing Body of the International Labour Office is invited to examine, after consideration of the activities of the League of Nations in connection with the coal industry, the desirability of placing the question of unemployment among miners on the agenda of a forthcoming Session of the Conference, preferably the 1930 Session.

Resolutions

Unanimously or by large majorities the Conference adopted Resolutions submitted by individual delegates in favour of the consideration by the Governing Body of the following questions for possible discussion at future Sessions of the Conference :

(1) The organisation of work in sheet-glass factories on a shift basis which would ensure to the workers a regular weekly rest;
(2) Insurance against old age, invalidity and death, and the rights of foreign workers in connection therewith;
(3) The underground work of women and young persons;
(4) Equality of treatment between national and coloured foreign workers.

The Conference also adopted the following Resolutions unanimously :

A Resolution expressing the hope that the expansion of the activities of the International Labour Organisation will not be hampered by a policy of restrictive economy in connection with its budget, but that Governments will freely place at its disposal the funds needed for the progressive development of its work.

A Resolution calling for a report on the organisations of white and non-white workers in countries where non-white workers are in the majority, as a basis for judging to what extent such workers obtain representation in the Conference.

A Resolution requesting the Governing Body to report to an early Session of the Conference on the observance by States of their obligation under Article 405 of the Peace Treaty to bring Conventions and Recommendations before the competent authorities within a prescribed time limit.

A Resolution requesting the Governing Body to enquire into the operation of the Washington Recommendation concerning the recruiting of bodies of workers for employment abroad, and to report to next year's Conference.

A Resolution to the effect that, in the event of a revision of the Hours Convention, particular attention should be drawn to the higher maxima fixed for "special" countries, such as India and Japan.

At the last sitting the Conference discussed the Resolution submitted by Mr. Tchou, Chinese Government delegate, concerning the application of labour legislation to the nationals of countries enjoying the privilege of extra-territorial jurisdiction or similar privileges. The Resolution obtained 53 votes to nil. As a large number of the delegates had already left and the quorum was not attained, the Resolution was not adopted, although it was not rejected.

The Conference also examined the reports of Governments on the *application of Conventions*, and considered the *procedure for the revision of Conventions*,

THE DIRECTOR'S REPORT

The Conference as usual devoted several sittings to the discussion of the Report of the Director of the International Labour Office, in which he gives an account of the work of the Organisation and the principal features of the development of social affairs in the past year. Fifty-nine delegates belonging to more than thirty countries took part in the discussion. It was during the discussion on the Director's Report that the British Government representative announced the intention of that Government to take the necessary steps to ensure at the earliest possible date the ratification of the Washington Hours Convention.

In the speech which he made replying to the delegates who had spoken on his Report, Mr. Albert Thomas emphasised the great importance of the statement of the British Government which, he said, makes it possible to look forward with greater calmness and confidence towards the general adoption of the eight-hour day, which is the keystone of international labour legislation.

The Director reviewed the various other problems which arise in connection with the future of the Organisation. He drew attention to the idea of the universality of the Organisation, which had formed one of the principal preoccupations of the various speakers.

" Will our activities extend to all countries without exception? Will they succeed in interesting all countries, in bringing them daily into closer and more effective contact?

"Léon Bourgeois was in the habit of repeating this dictum : 'The League of Nations is essentially universal. It will be universal or it will fail.' Part XIII of the Treaty of Peace says with more precision : 'the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries.' It is possible that in recent years this truth has not been brought out by the facts. The lack of equilibrium in foreign exchanges and the difficulties in connection with raw materials were such that conditions of work were only a secondary factor in international competition. Mr. Olivetti has rightly remarked that monetary peace and industrial peace will bring this factor into relief again. This is the reason for the apprehensions which in various forms have been given expression in the Conference; and for the questions, some of them pressing, which have been put to us."

The Director went on to speak of the question of the Indian Native States, and the still wider question of the Far East and more particularly of China, with its enormous wealth of men and raw material ,where, he said, there will doubtless arise in the next few years formidable competition in which, perhaps, poor working conditions will play the most important part. Will Chinese legislation, he asked, be of any avail if in the concessions and leased territories the largest factories continue to be exempt from all legislation?

"It is possible that the Chinese Delegates emphasise the political consequences of such a state of affairs. In fact, the position is a disturbing one for the peace of the world. Do not let us forget this saying of a young novelist : 'The Far East has become the nerve centre of the world."

The Director noted with satisfaction the assurances of devotion to the Organisation which had been given by the delegates of countries, certain representatives of which had criticised it. He welcomed the steady increase in the representation of Latin America. Seven Latin American countries were represented in 1926, ten in 1927, ten in 1928 and sixteen in 1929. There were three complete delegations in 1926 and five in 1929. There was only one cloud on the horizon as far as Latin America was concerned : the absence of Argentina, which, in spite of its somewhat uncertain situation in the League of Nations, had hitherto always sent a complete delegation to the Conference and had a seat on the Governing Body. The Director continued as follows :

"Allow me to say here that the International Labour Office ardently desires that this admirable country, full of human energy, rich in virtue of an alert capitalism and a working class which is enthusiastic and capable of organisation and of action, will not long remain separated from us."

The Director then went on to speak of those countries which had never been Members of the Organisation. He made the following reference to Russia :

"We will not utter any rash words on Russia. It is not for us to pronounce judgment on the policy of the League of Nations. We have given an impartial and accurate description of the arrangements for the mutual exchange of information—scientific information—with the Russian administrations. Following upon our visit and certain personal contacts, some newspapers have spoken of collaboration. We were reminded that an exchange of documents could not constitute collaboration in the strict sense of the word. We will be satisfied with scientific and informative relations. It was stated in the Report how economic or political events could hasten certain evolutions. Let us hope that when the time comes a noble sentiment of human solidarity will usher in an era of collaboration."

He then gave an account of the present state of relations with the United States and said that in all those countries which were not yet Members of the Organisation he would continue to follow the situation so as to see by what material and economic evolution they might come to adopt another attitude. "We shall be on the watch to take advantage of any symptoms indicating a change of attitude. Our progress in this direction will depend in a large measure upon our own activities. It is by our continued activity, by our own efforts that we shall one day bring about the adherence of all."

Mr. Albert Thomas went on to review the work accomplished during the past year. The research work of the Office, he said, had developed, and its value was now universally recognised. There had been a considerable increase in the progress of ratification. There had been 79 fresh ratifications since the last Conference, whereas the highest figures reached in preceding years had been 34 and 35. This was a matter for great satisfaction. There was, however, still much to be done before the hopes which the workers reposed in the Organisation would be realised.

"To sustain confidence", the Director continued, "to encourage faith and to prove that we are already accomplishing our mission, two great efforts are necessary : in the first place to accelerate material results, and in the second place to throw into relief the common ideal towards which we are all advancing, and to give our common faith its utmost value and efficacy."

The Director outlined the plan of action for the coming years in the following terms :

"Twenty-six Conventions have been adopted. They constitute the first group. On the eve of the second decade the Governing Body may ask us to make a general study of the question. We should then see in which order the questions might be re-considered and pushed forward methodically and rationally, or what new problems should be taken up.

"In any case, should any urgent question arise the Conference might apply the procedure of lessening the delays in placing questions on the agenda, as provided by Article 402. Different conditions might determine the order and the choice of questions. Perhaps we shall agree that in the first place those who are the worst off, the workers who are subject to such measures of forced labour as still exist, and those who suffer from prejudice, or inequality of races, should be protected. Surely we shall also agree that the work which has already been undertaken for the protection of women and children should be energetically pursued.

"In spite of controversy on this point, in spite of real economic difficulties, the regulation of hours of work in all its forms, with all its different measures of application, should be consolidated and completed for all categories of workers — from the eight-hour day to the weekly rest, and even holidays with pay.

"From the point of view of the range of our Organisation, from the point of view of its universality, these are the tasks to which we should apply ourselves.

"Side by side with the programme of application and of reform we must also have a programme of research; unemployment, migration, legal problems, etc.

"Determining the programme with a desire to show the masses the positive value of our work, we contribute as is desired by the Workers' representatives to the authority and to the credit of the Organisation."

The Director pointed out the importance of economic problems and their relation to social problems and suggested further possibilities of progress. He concluded his speech as follows :

"We may perfect our methods; we may develop and simplify the procedure of the Conference; by our enquiries we may endeavour to reduce economic barriers; we may accelerate the process of ratification. In reality, however, all that seems to me vain, if in the Organisation in general, and in each of the individual States, the soul of the Organisation, the real concern for social justice, does not develop.

"This is an impression which I gained from my visit to the Far East. I saw certain marvellous examples of material civilisation. In many countries I saw tangible proof of the benefits of material progress in general, and I said to myself, when I saw what this progress amounted to under certain circumstances, that it was of remarkably small importance in the political and moral relations between countries. Social progress in itself, the realisation of all the reforms of which I spoke a little while ago—would it be sufficient to prevent disunion and animosity between races, hatred between employers and workers of these different races? I returned from my voyage with the profound conviction that in order to combat certain dangerous theories, it is absolutely essential to oppose one faith to another. Thus more and more, without being concerned with doctrine, I come back to the ideal laid down by the International Labour Charter.

"It will perhaps appear, Ladies and Gentlemen, that this ideal is a simple one, and very vague. I heard in this Conference a very close analysis of the International Labour Organisation, and of certain statements which the Director may make after contact with countries which he has visited.

"Mr. Bottai said : 'Speaking of his visits to Italy and Russia as well as to Japan and China, the Director in all cases concludes with expressions of cordial sympathy and encouragement in almost identical terms. He gives a certificate of good conduct which seem to be without much practical consequence.' Mr. Bottai hastened to add that there was nothing ironical in what he was saying. No, there is no irony, but he will surely agree with me that his analysis was not without humour. I endeavour to study with interest, often indeed with passion, the situation in the various countries. My object is to ascertain what elements there are which may contribute to the realisation of the common ideal, and this is what has led me to approve, unlike some of my friends, the value of the constructive efforts of the Fascist corporations. That fact, however, deos not prevent me from appreciating the splendid history of the British working-class movement which has led it to that liberty of conscience and dignity of labour which underlies the industrial peace which it is seeking to promote. That does not prevent me from understanding how the age-long efforts of French workers leads them to seek their share in the direction of the nation's affairs. That does not make me forget the admirable constructive efforts of Germany's social policy as described so nobly by the President at the opening of this Conference. Nor does it prevent me from appreciating, in spite of anything which may be contrary to my ideas, the spirit of sacrifice of Russian workers endeavouring to promote complete social justice through the maintenance of a regime which they consider as their own. No doubt we could work simply as intelligent bureaucrats, diligent administrators, or even as accomplished diplomats without being carried away by any missionary zeal. I might be content to direct this Organisation like a Conference in which there would be present simply the representatives of Governments desiring only to maintain a balance of power or the respect of individual sovereignties, but this is not how I have understood my task. I regard this Organisation as a meeting-place of men capable of aspiring towards a single ideal. Men capable of acting for the benefit of all humanity, and it is in this spirit that our work goes on from day to day. If I may venture, Mr. Bottai, to define my attitude by a comparison, allow me to profit by my experience during my recent visit to the Far East and to quote you a page of Confucius which has greatly impressed me. Someone said one day to the philosopher: 'What do you think of Tsen Lou?' The philosopher replied: 'I admire his capacity to command the military forces of a kingdom, but I do not know what his humanity is.' 'And what do you think of Kilou?' The philosopher replied: 'He might be the governor of a city of a thousand houses or a family of a hundred cars, but I do not know what his humanity is.' 'And what do you think of Chi?' The philosopher replied: 'If he were given an official position at the Court he would be able owing to his flowery eloquence to introduce visitors, but I do not know what his humanity is.' I examine the realities and the possibilities which exist in each country, but I continually ask myself what connection they have with our common ideal, and what faith they reveal in social justice. It is in this spirit that I would ask the Conference to carry on its work from year to year and thus promote the unity of mankind in social justice.

"Mr. Chetty has expressed what we all feel: 'We bear in mind the fact that as citizens of a new world we owe a duty to that wider human society of which Geneva is rapidly becoming the centre.'

"Citizens of a new world, we shall all create within ourselves the soul of peace and justice. Everything will then become easy and straightforward."

The same reassuring conclusion found expression in the closing speech of the President of the Conference, Dr. Heinrich BRAUNS:

"The International Labour Organisation has now been in existence for ten years. Its importance is uncontested. We can all see its success and look forward to its future work in the service of human progress. We therefore regard it with gratitude and sympathy and are anxious to give it our energetic support. Whatever may be our motives, whether general humanitarian considerations, religious ideals or the ideals of Christian charity, we are all at one in the object at which we aim—to bring more light and sunshine into the lives of those who earn their bread in the sweat of their brow."

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 23 July, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 362 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 27.

Between 30 May and 23 July, 1929, the International Labour Office was informed of the registration of eleven new ratifications, namely :

The registration of the ratification by *Germany* of the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928) ; the Convention fixing the minimum age for admission of children to employment at sea, adopted by the International Labour Conference at its Second Session (Genoa, 1920) ; and the Conventions fixing the minimum age for the admission of young persons to employment as trimmers or stokers and concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The registration of the ratification by *Great Britain* of the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926), and the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

The registration of the ratification by *Norway* of the Convention concerning the rights of association and combination of agricultural workers and the Convention concerning the use of white lead in painting, adopted by the International Labour Conference at its Third Session (Geneva, 1921) ; the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Rumania* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE FORTY-FIFTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held two further sittings during the Session of the Conference on 14 and 15 June, 1929, in order to complete the discussion of the items on the agenda of its Forty-fifth Session.

The Governing Body elected as its Chairman Mr. Arthur Fontaine (France), as Employers' Vice-Chairman Mr. Olivetti (Italy), and as Workers' Vice-Chairman Mr. Poulton (Great Britain).

The Governing Body decided by nine votes to eight to set up an Advisory Committee on Salaried Employees. The Committee will consist of 14 members, including 9 representatives of salaried employees' organisations, 2 representatives of employers' organisations and 3 members of the Governing Body, one from each group.

The Governing Body considered an offer by Mr. Filene to provide a sum of 25,000 dollars for the extension of the research work of the Office on wages and the cost of living in a certain number of towns. After discussion the Governing Body decided by nine votes to seven to adopt the principle of accepting Mr. Filene's offer. It further decided to appoint a committee of three members, one from each group, to consider in agreement with the Director the conditions under which the sum can be finally accepted.

The Governing Body considered the Director's Report on his visit to the Far East. Mr. Yoshisaka, Japanese Government representative, thanked Mr. Albert Thomas for his visit and paid a tribute to his Report. A discussion took place between Mr. Yoshisaka and Mr. Albert Thomas on a number of questions, including the ratification of international labour Conventions, the special industrial system existing in Japan which is known as the " family system,' and the necessity of improving the supply of mutual information between the East and the West.

The Governing Body decided to hold its next session at Geneva on 4 October, immediately before the Maritime Conference which, it will be remembered, is to open on 10 October.

THE MARITIME SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

It will be remembered that the Governing Body of the International Labour Office decided last year that two sessions of the International Labour Conference should be held in 1929—a general session, and a session confined exclusively to the study of maritime questions. The first of these sessions took place from 30 May to 21 June; the second is opening at Geneva on 10 October. Its agenda includes the following items:

1. Regulation of hours of work on board ship.
2. Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), namely:
   (*a*) The individual liability of the shipowner towards sick or injured seamen;
   (*b*) Sickness insurance for seamen.
3. Promotion of seamen's welfare in ports.
4. Establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

In accordance with the so-called double-discussion procedure, this year's Conference will make a preliminary examination of these four questions and decide whether they should be placed on the Agenda of a future session, at which after the consultation of Governments definite decisions can be taken.

THE FIRST SESSION OF THE COMMITTEE ON THE TEXTILE INDUSTRY.

The recently appointed Committee on the Textile Industry held its first meeting at the International Labour Office on 24 and 25 June.

It will be remembered that this Committee was set up after the adoption by the International Labour Conference, at its Eleventh Session in 1928, of the following resolution:

> " Considering the economic difficulties which are manifesting themselves in various sections of the textile industry throughout the world;
>
> " Considering that in finding a solution of these difficulties it is necessary to have the fullest possible information in order to demonstrate the importance of existing legislation and other social measures for the protection of the workpeople engaged in this industry;
>
> " Considering, furthermore, the advisability of determining the exact labour situation in an industry wherein women constitute the majority of the workers, more especially in order to facilitate the ratification and universal application of the international labour Conventions concerning the protection of women and children;
>
> " The Conference requests the Governing Body to consider the possibility of undertaking an investigation as early as possible into the conditions of work of men, women and children employed, including wages, hours of work, hygienic conditions and other conditions affecting their employment, in the textile industries of the various countries of the world."

The Governing Body in October 1928, at Warsaw, decided to constitute a committee out of its own members consisting of four members from each group to examine any proposals submitted to it by the International Labour Office with regard to the Conference resolution. This Committee, which met for the first time on 24 and 25 June, is composed as follows:

Government representatives: Mr. Wolfe (Great Britain), Mr. Gupta (India), Mr. de Micholis (Italy), Mr. Yoshisaka (Japan).

Employers' representatives: Mr. Forbes Watson (Great Britain), Mr. Olivetti (Italy), Mr. Miajima (Japan), Mr. Tchourtchine (Serb-Croat-Slovene Kingdom).

Workers' representatives : Mr. ROEDEL (Germany), Mr. ELVIN (Great Britain), Mr. JOUHAUX (France), Mr. CABALLERO (Spain).

A large number of experts also attended the meeting.

The Committee unanimously appointed Mr. WOLFE, of Great Britain, as its Chairman. Afeter a short general discussion it began the examination of the International Labour Office proposals. These proposals concern the countries and industries to be considered, wages, hours of work and other labour questions, including production, unemployment, hygiene, prevention of accidents, and the work of women and children.

The Committee proposed that the International Labour Office inquiry into conditions of work in the textile industries should cover the following countries :

European countries : Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Holland, Hungary, Italy, Poland, Rumania, Kingdom of the Serbs, Croats and Slovenes, Spain and Switzerland.

Non-European countries : Brazil, China, India, Japan, Mexico, and the United States of America.

It was agreed that the inquiry should deal in the first case with certain operations in the cotton and wool industries (carding, combing, spinning, weaving, dressing, bleaching, dyeing and printing), and later on, if possible, with the artificial silk industry.

The inquiry should differentiate between the work of adult men and that of women and juveniles who are engaged in very large numbers in the textile industries. It should also take account of the progress of mechanisation in the industries in the different countries, and of the facilities and aptitude for work resulting from race and environment.

The Committee agreed that in order to get the required data, the International Labour Office should draw up a questionnaire with the help of technical experts. This questionnaire should then be put before the Committee and the Governing Body before being forwarded to Governments.

VISIT OF THE KING OF EGYPT.

On 5 July, 1929, KING FUAD I of Egypt visited the International Labour Office. He was received in the meeting chamber of the Governing Body, where, in the absence of the Director and the Deputy Director, the Chief of the Diplomatic Division, Mr. Phelan, extended to him an official welcome. The King replied to the address of welcome, and subsequently the chief officials in attendance were presented to him. After having signed the Golden Book, the King visited various parts of the office building.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

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At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office has not been notified of any new ratifications during the period 24 July to 23 August.

THE FORTY-SIXTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office will meet in Geneva on 4 October, 1929, for its Forty-sixth Session. There are over a dozen questions on the Agenda, including the following:

Proposal by Mr. de Michelis concerning the setting up of a Committee on Handicraftsmen.

Setting up of the Committee on automatic coupling.

Setting up of the Advisory Committee on salaried employees: appointment of members to represent employers and salaried employees.

Agenda of the 1931 Conference.

Report on the working of the Convention on the minimum age for the admission of children to industrial employment.

Effect to be given to the Resolutions adopted by the Conference at its Twelfth Session.

Proposals concerning the reports to be furnished by the Governments under Article 408.

Consideration of the decisions of the Assembly of the League affecting the International Labour Organisation.

Report of the Committee on working conditions in the textile industry.

Record of the meeting of the Safety Sub-Committee.

Report of the Finance Committee.

The Director's Report, etc.

THE PROTECTION OF SEAMEN IN CASE OF SICKNESS (INCLUDING THE TREATMENT OF SEAMEN INJURED ON BOARD SHIP).

With the question of the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, which the International Labour Conference will consider at its Maritime Session in October next, the Conference will for the first time begin to deal with the general problem of covering the occupational and social risks of seamen.

International regulation of the method of covering the occupational and social risks of workers engaged in industry, commerce and agriculture is well advanced, and substantial results have already been obtained in this sphere. But the Conference, in adopting Draft Conventions in these fields, respected the special sphere of competence of the Maritime Session, and expressly declared that seamen were not covered by these international regulations. The

Draft Convention concerning Workmen's Compensation for Accidents (1925) contains a clause providing that it shall not apply to seamen and fishermen, "for whom provision shall be made by a later Convention." The Draft Convention concerning Sickness Insurance for Workers in Industry and Commerce and Domestic Servants (1927) provides that that Convention shall not apply to seamen and sea fishermen, "for whose insurance against sickness provision may be made by a decision of a later session of the Conference." The Conference has therefore left a clear field so far as seamen are concerned.

The phrase "the protection of seamen in case of sickness" is both clear and comprehensive. It definitely embraces the two usual methods by which the risk of sickness is covered, viz., the general obligations imposed on shipowners by merchant shipping legislation or commercial codes on the one hand, and sickness insurance on the other.

In accordance with rules of very ancient origin, the shipowner is obliged to provide treatment for seamen who fall sick during the voyage. The shipowner's responsibility begins in some countries from the moment that the seaman is entered on the ship's articles; in others from the moment that he takes up his duties; in others again from the moment that the vessel sails. As a general rule, the provision which the shipowner is obliged to make includes medical and surgical treatment and medicaments, maintenance, the payment of wages, and, if necessary, repatriation. The obligations of the shipowner cease in some countries as soon as the seaman is restored to health; in others as soon as he is repatriated; in others again on the expiry of a period determined by law or as soon as the sickness is shown to be incurable.

Sickness insurance, whether a special scheme for seamen or a general scheme covering workers as a whole, comes into play as soon as the obligations of the shipowner cease.

Thus the obligations of the shipowner and the operation of sickness insurance are two closely linked elements in the protection of seamen, and both must play their respective parts if the risk is to be fully and properly covered.

The definition adopted by the Commission and approved by the Governing Body makes it possible to consider the adoption of international regulations based on both methods of covering the risks which are ordinarily encountered in national laws.

The second part of the question placed on the Agenda is "the treatment of seamen injured on board ship," which is an important aspect of the general problem of covering the risk of accident in the case of seamen.

The covering of this risk, like that of sickness, is effected by two distinct sets of legal provisions.

In the first place, the laws impose general obligations on shipowners similar to those which arise in the case of sickness.

Secondly, workmen's compensation or accident insurance legislation comes into play (either a general scheme covering all workers or a special scheme for seamen only) where, after the shipowner's obligations cease, the injury is still not cured, or, being cured, leaves permanent total or partial incapacity.

Of these two stages in the protection against the risk of accident, the Joint Maritime Commission desired to exclude the second, *i.e.*, workmen's compensation or accident insurance legislation. In the course of the discussion which led up to the definition of the question, it was specified by several members of the Commission that the "question of pensions in case of accident" was excluded.

The International Labour Office, moreover, deemed it necessary to afford the Joint Maritime Commission and the Governing Body an opportunity to elucidate the practical meaning to be given to the words "treatment" and "on board ship."

The word "treatment" may refer either to the whole of the shipowner's obligations towards an injured seaman (food, wages, medical and surgical treatment and medicaments, repatriation, etc.) or exclusively to medical and surgical treatment and medicaments. The adoption of the restricted interpretation would lead to the separation of the shipowner's obligations towards an injured seaman into two parts, only one of which would be submitted to the Conference. Such a separation would be in contradiction with all the national laws, which specify that an injured seaman is entitled not only to medical treatment but to maintenance, wages, and repatriation. All these items are linked up with one another, and are indispensable for the recovery of the injured man.

The expression "on board ship" may indicate either the place where the accident occurs or the place where the injured person is treated, according as it is read in conjunction with the word "injured" or the word "treatment." Whatever meaning may be attached to this expression, it does not correspond with the general obligations imposed on the shipowner, which, on the one hand, cover certain accidents which neither occur nor give rise to treatment on board, and, on the other, may exclude certain accidents which do occur, and do give rise to treatment, on board, particularly where the accident was due to the wilful act of the seaman.

With the object of avoiding difficulties of interpretation, the Office proposed, first to the Joint Maritime Commission (Eighth Session, March, 1928), and then to the Governing Body (Thirty-ninth Session, April, 1928), which accepted it, the following form of words for the question on the Agenda:

> The protection of seamen in case of sickness (including the treatment of seamen injured on board ship).
>
> This item includes—
>
> (*a*) the individual liability of the shipowner towards sick or injured seamen;
>
> (*b*) the question of sickness insurance for seamen.

In drawing up the Report submitted to the Conference, account has been taken of the division of the question as it appears on the Agenda, and comprises three parts.

The first part consists of an analysis of the legal provisions relating to the obligations of shipowners towards sick or injured seamen.

The second is devoted to a description of schemes of compulsory sickness insurance.

In the third part, entitled "Conclusions," those aspects are indicated which seem capable of being the subject of international regulations.

THE PROMOTION OF SEAMEN'S WELFARE IN PORTS.

This question also figures on the Agenda of the Maritime Session of the International Labour Conference, which will open on 10 October next in Geneva. The International Labour Office, in the report prepared for the discussion of this problem, recalls that since the First Maritime Conference (Genoa, 1920) the promotion of seamen's welfare in port has more and more appeared to be the natural complement to the protective measures already adopted or contemplated in favour of this class of worker.

For the seaman, and particularly the seaman engaged on deep-sea trade, who may be called "the vagrant of the sea," the family is frequently a memory or a hope, but only too rarely a reality. Moreover, it is frequently impossible for him to enjoy the benefit of the social institutions which exist for workers in various countries.

When he disembarks after a long voyage with few distractions due to confined quarters and the necessary disciplinary regulations, he is left to wander alone in the neighbourhood of the docks. While awaiting the sailing day or a fresh engagement he may try to find some respite from his nomadic life; only too frequently he will be surrounded by dangers and will be the victim of abuses which go far to reduce the practical effect of the measures taken for the protection of seamen.

Despite its peculiar difficulties, the problem of the well-being of seamen is in many respects comparable to that of workers' spare time, though its scope is rather special. If the seaman is helped to use his spare time in port in a satisfactory manner his character will be developed and his health preserved. The shipping industry has everything to gain from the effective protection of seamen against the dangers confronting them when in port.

The Genoa Conference recommended that the following point should be examined:

> The provision of adequate facilities for recreation at all large ports under the administration of joint organisations representative of owners and seafarers,

and it added:

> The Conference desires in addition to call the special attention of the International Labour Organisation to the importance of the recommendation about facilities for recreation.

On 10 March, 1925, Mr. Salvesen, Deputy-Director of the Norwegian Shipowners' Association and shipowners' representative on the Joint Maritime Commission, requested the International Labour Office to undertake a study with a view to the removal of the dangers to which seamen are exposed when on shore.

The Joint Maritime Commission, at its Fifth Session in Paris in April of the same year, decided to set up a sub-committee to study the question of the protection of the health of seamen. This sub-committee, consisting of Mr. Salvesen as representative of the shipowners and Mr. Havelock Wilson as representative of the seamen, submitted its report to the Sixth Session of the Joint Maritime Commission in Paris in May, 1926.

The Sub-Committee pointed out that the examination of the information received had led to the following conclusions:

> The national authorities, central and local, have done practically nothing to protect the interests of foreign seamen in various seaports. At present, except for the consuls, it is practically only institutions supported by private charity that do any important work to safeguard the interests of seamen in foreign ports. Indeed, it would seem as if the law did not ordinarily exist in the seamen's more or less international quarters.

The Sub-Committee emphasised the necessity for greater vigilance on the part of the public authorities, but expressed the opinion that the first steps should be taken in the international sphere; it suggested that the whole problem should be submitted for study to the Session of the Maritime Conference which was to meet in the following June.

On the unanimous suggestion of the Joint Maritime Commission this report was submitted to the Ninth Session of the Conference, which adopted the following Resolution:

> The Conference,
>
> After having examined the conclusions of the report of the Sub-Committee on seamen's welfare in ports decides:
>
> (1) To instruct the International Labour Office to continue the study of seamen's welfare and to submit the above-mentioned report to the attention of the Governments of the States Members of the International Labour Organisation;
>
> (2) To request the Governing Body to consider the possibility of placing this question upon the agenda of an early Session of the Conference with a view to the adoption of a Recommendation.

In accordance with the usual procedure for dealing with maritime questions, the Resolution of the Conference was submitted to the Joint Maritime Commission at its Seventh Session in Geneva in January, 1927. The Commission recommended the Governing Body to give effect to the Resolution of the Conference as soon as a fresh Maritime Session was convened. Consequently the Governing Body decided unanimously to place the question of the promotion of seamen's welfare in port on the agenda of the Thirteenth Session of the Conference.

In the meantime various aspects of the problem had attracted the attention of other organisations: the Oslo Conference, organised on the initiative of the Norwegian Red Cross and the League of Red Cross Societies for the purpose of considering the possibility of improving health conditions in the mercantile marine; the Permanent Seamen's Welfare Committee; the British Council for the Welfare of the Mercantile Marine; and a Conference on the Health and Welfare of Merchant Seamen to be held at Geneva in October, 1929, immediately before the opening of the International Labour Conference to be attended by representatives of a great number of voluntary organisations all desirous of drawing up a programme of international action for the welfare of seamen.

The success of these efforts cannot but facilitate the task of the Conference, which, it would seem, must consist chiefly in the direction and co-ordination of the various steps which are being taken. Indeed, the moment seems to have come when an international agreement can be arrived at to ensure effective collaboration between all interested in the question and to secure the support of the Governments, the shipowners and the seamen.

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Monthly Summary of the
International Labour Organisation

1929. No. 10 OCTOBER

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RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 23 September, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 366 (including eight conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

Between 24 August and 23 September, 1929, the International Labour Office was informed of the registration of four new ratifications; namely, the ratification by *Bulgaria* of the four Conventions, adopted by the International Labour Conference in 1925, concerning workmen's compensation for accidents; workmen's compensation for occupational diseases; equality of treatment for national and foreign workers as regards workmen's compensation for accidents; and night work in bakeries.

THE TENTH ASSEMBLY AND THE ORGANISATION.

The Tenth Assembly of the League of Nations took a number of decisions of direct concern to the International Labour Organisation.

The most important was that calling for immediate international action to remedy the position in the coal industry. The coal problem was naturally referred to in the extensive discussions on the work of the Economic Organisation of the League of Nations. It is of interest to recall in this connection the prominent place that economic questions occupied in the deliberations of the International Labour Conference in June last. On that occasion, in reply to those who, in the discussion of his Report, had spoken on this subject, more particularly Mr. Curcin, the Director defined afresh the functions of the International Labour Organisation in this field and showed what valuable aid it can render in efforts to find general solutions. It may be said that this aid has been fully appreciated by the Assembly, for after dealing with the coal problem, on the proposal of the British and French delegations, it adopted the following resolution resulting from the merging of texts submitted by these delegations:

> " 8. (*a*) The Assembly expresses its sincere appreciation of the work performed by the Economic Committee in investigating the causes and effects of the present difficulties confronting the *coal industry*, and congratulates it upon its illuminating Interim Report, which it has already issued.
>
> " (*b*) It notes the statement of the Economic Committee in its Interim Report that ' as regards the third of the proposals for international action, that which relates to wages and hours, we will confine ourselves at this stage to saying that action in this field would appear to fall within the competence of the International Labour Office, not that of the Economic Organisation of the League.'
>
> " It further understands that the International Labour Organisation has been conducting enquiries as to hours, wages and conditions of work in coal-mines since 1925, and that for several months the Governing Body has had under consideration a request from the Congress of the International Miners' Federation, which met at Nîmes last year, to convene a conference of the principal coal-producing countries with a view to the equalisation and reduction of hours of work.
>
> " Owing to the great urgency of the matter, the Assembly is of opinion that the International Labour Organisation should pursue its work without delay, and accordingly invites the Council to request the Governing Body of the International Labour Office to consider the inclusion in the agenda of the International Labour Conference of 1930 of questions relating to hours, wages and conditions of work in coal-mines with the object of agreeing upon an international convention or conventions thereon, while in the meantime the Economic Committee will consider its final report, which, together with the Interim Report, will be available to the Conference referred to in this resolution.

> "The Assembly further suggests that the Governing Body should consider the advisability of convening at an early date a preparatory technical conference, consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal-mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement.
>
> "The Assembly invites the Council, on the one hand, to consider the recommendations which the Economic Committee may formulate as a result of the meeting of experts convened for September 30th with regard to the difficulties at present encountered in the coal industry, in particular the fluctuations in price and the existing difference between production and consumers' needs, and, moreover, to consider, taking into account more especially the results of this examination, the expediency of convening a conference of the Governments concerned to study the recommendations in question."

The Council communicated this resolution to the Governing Body of the International Labour Office. It should be added that in order to enable the Governing Body to convene a technical preparatory conference the Assembly sanctioned the requisite additional expenditure

The Assembly also adopted without alteration the Budget for 1930 as drawn up by the Governing Body. In contrast to last year, no proposal for the reduction of credits was made, either in the Fourth Committee or the Assembly itself.

The contribution paid for the second half of 1928 by Brazil, which is no longer a Member of the League of Nations, but continues to collaborate with the International Labour Organisation, was included as a supplementary receipt in the 1930 budget of the Organisation. The Secretary-General of the League of Nations made the following statement in the Fourth Committee :

> "While the budget of the International Labour Office did not fall within his province, there was one question that was raised in this budget on which he felt bound to make a short declaration to the Committee, in view of the fact that the International Labour Office was, according to Article 392 of the Peace Treaty, part of the organisation of the League. The receipts, as appropriations in aid, which appeared in the budget of the International Labour Office included a sum of 124,662 gold francs, which was declared to be the contribution of Brazil to the Organisation. He trusted that when the Fourth Committee gratefully accepted that contribution, as he felt sure it would accept it, it would be on the understanding that its action in so doing in no way prejudiced any constitutional questions arising under the Treaty provisions which had established the Labour Organisation. In the present circumstances the question of the precise legal situation with regard to the continuance of Brazil's membership of the Labour Organisation could be considered as being of so theoretical a character that there did not seem to be any need to endeavour to solve it. Circumstances might arise, however, which would make a solution of the constitutional point involved highly desirable, and it would, to his mind, be unfortunate if arguments could be drawn in favour of any particular thesis from the action of the Fourth Committee and of the Assembly in the present case."

In order to safeguard the constitutional rules laid down for the International Labour Organisation in the Treaty of Peace, the Director made the following statement in reply :

> "He quite understood the reasons why the Secretary-General had wished to make this statement, which was based upon Article 392 of the Peace Treaty. The Committee would doubtless understand the reservation which he wished to make in his turn, in order to safeguard the constitutional rules which had been laid down for the International Labour Organisation in Part XIII of the Peace Treaty, and for the observance of which the Governing Body and the Director of the Office were responsible.
>
> "The Secretary-General had stated that, in his opinion, acceptance by the Fourth Committee and by the Assembly of the contribution of 124,662 gold francs, which Brazil had offered to the budget of the Labour Organisation, should not prejudice the solution of any constitutional problem which might be raised in this connection.
>
> "Mr. Albert Thomas agreed that it would be incorrect to attribute any theoretical or absolute value to the incorporation of the Brazilian contribution in the budget of the Labour Organisation. The Secretary-General's reservation could not, however, constitute at some future date an argument against the legal consequences of the positive fact that this contribution had been paid. In any case it could not affect the rights of Brazil and the obligations that it had assumed in virtue of its participation in the International Labour Organisation."

The Fourth Committee noted these declarations.

In the Fourth Committee and in the Assembly itself prolonged discussions took place on the revision of the Staff Regulations, decided upon at the Session of 1928. The Director was asked to furnish information on various technical points as regards the Office. He regretted that the problems raised some time ago could not be immediately solved. Finally, a committee was appointed to deal with the staff both of the League of Nations and of the International Labour Office. It includes two members of the Governing Body of the Office (Mr. Sokal and Sir Atul Chatterjee).

The revision of the Statute of the Court of International Justice was also of concern to the International Labour Organisation. The Court is the tribunal entrusted with the settlement of all difficulties arising out of the working of the Organisation. The Rules of the Court relating to advisory opinions contemplated the participation of international organisations in the discussion. But the committee of jurists for the revision of the Statute proposed to incorporate these provisions in the revised text, but to omit all references to such participation. The Governing Body, at its

May-June Session, instructed the Director to urge the competent organisations of the League of Nations to maintain the previous system, whereby it was possible for international organisations to have a part in the advisory procedure. The Office was allowed to state its case before the Conference for the revision of the Statute of the Court, held at Geneva from 4 to 12 September, and after an exhaustive discussion its proposal was accepted, the Conference deciding to re-insert mention of international organisations in the provisions about advisory procedure, which had been transferred from the Rules of Court to the Statute itself. This is a significant result, for it is of importance to secure confirmation in the Statute of the Court of the possibility of associating international organisations with the advisory functions of this supreme tribunal.

THE REGULATION OF HOURS OF WORK ON BOARD SHIP.

The first item on the Agenda of the Maritime Session of the International Labour Conference, which opens in Geneva on 10 October, is the regulation of hours of work on board ship. This is perhaps the most difficult problem of all those with which the International Labour Organisation has had to deal. It is, in any case, that which has given rise to most controversy.

The Treaties of Peace mention the establishment of a maximum working day and week as the first of the improvements required in order that the "peace and harmony of the world" may not be imperilled. Accordingly, the International Labour Conference was asked at its First Session (Washington, 1919) to discuss the "application of the principle of the eight-hour day and the forty-eight-hour week." The discussions were confined to the regulation of hours of work in industry, and the drafting of rules relating to the mercantile marine, agriculture, and commerce was adjourned. The Conference, however, pointed out that it was necessary and urgent to entrust to a special Session the drawing up of rules suited to the special conditions of the maritime transport industry, and indicated in the Draft Convention concerning hours of work in industry that the principle of the eight-hour day was to be applied to maritime transport.

It was thus chiefly with a view to laying down special rules to apply the principle, or, according to the expression used, to "adapt" the Washington Convention to the mercantile marine, that the Governing Body called the Second Session of the Conference (Genoa, 1920). The Office there submitted a proposed Draft Convention limiting actual hours of work for the whole crew in principle either to eight hours per day and forty-eight per week, or to a number of hours representing an equivalent limitation, but calculated on the basis of a period other than a week. Definite rules of application were laid down for ships of over 2,500 tons.

The British Government Delegation put forward an alternative draft in which the eight-hour day or the forty-eight-hour week were mentioned as the standard to be aimed at, but not as a principle which should be immediately and necessarily applied to all categories of staff and all classes of trade. Compulsory rules were, however, laid down for mechanically propelled vessels under 2,000 tons gross engaged in international trade.

Opinions in the Committee set up by the Conference were sharply divided, but, after long discussions, a short Draft Convention was drawn up consisting of a preamble and ten Articles. Most of these, when they came up for discussion in Conference, met with strong opposition, not only from practically all the shipowners' representatives, but also from the Governments of several important Maritime States, which supported the British criticisms. The chief criticism was that, although the draft laid down the rule of a forty-eight-hour week for deck hands, it authorised fourteen hours' overtime provided that compensation was given, either in the form of equivalent time off or in that of special pay. The British Government maintained that the authorisation of overtime, without its being absolutely compulsory to grant a compensatory rest period, was a veiled means of increasing weekly hours of work, and that it was better to lay down a limit, which might in some cases be higher than eight hours, but which was absolutely binding, rather than a limit of eight hours laid down as a principle, but with constant facilities for overtime on condition that extra pay was given. When a vote was taken, the preamble, which stated that the eight-hour day was the standard to be aimed at where it had not already been attained, was adopted by 65 votes to 5 with 8 abstentions. The draft as a whole, however, obtained 48 votes with 25 against, and this did not constitute the two-thirds majority required for the adoption of a Draft Convention. (It will be noted that if one more vote had been cast for the Convention, instead of against it, it would have obtained the necessary majority.)

The disappointment of the seamen at the failure to secure a Convention was such that there seemed to be some danger that their organisations might call a general strike in the shipping industry with a view to imposing recognition of the rights which they regarded as sanctioned by the Washington Conference. However, in August, 1920, the International Seamen's Congress asked the Director of the International Labour Office to arrange for arbitration in which shipowners' and seamen's representatives would be heard, with a view to arriving at an agreement as to the application to seamen of the principles laid down in the Peace Treaty. A joint conference was held in Brussels in January, 1921, under the chairmanship of the Director, and decided to set up two committees to examine the technical aspects of the question, one committee for the work of the deck and engine-room staff, and the other for that of the catering department. The first committee met, but the International Shipping Federation decided not to confirm the provisional agreement reached by it, according to which a practical experiment was to be made of a system of work comprising a seven-hour day and a forty-nine-hour week. The second committee never met.

It is not possible to recapitulate in detail the successive efforts which were made during succeeding years to re-open this question. It was not until 1926 that the first definite decision was arrived at. At the Maritime Session of the Conference, held during that year in Geneva, the seamen's delegates proposed a Resolution requesting the Governing Body to place on the agenda of a special Maritime Session the question of the regulation of hours of work on board ship, and to submit this question to the Joint Maritime Commission at its next regular session. After a long discussion, the resolution was adopted by 67 votes to 26. The Joint Maritime Commission, consulted in January, 1927, decided, by 7 votes to 5, in favour of placing the question on the agenda. Finally, the Governing Body, in April, 1927, decided, by 15 votes to 6 and 3 abstentions, to place it on the agenda of a special Conference to be held in 1929.

The discussion, then, will be renewed by the Conference on 10 October, 1929. The preparatory report drawn up by the International Labour Office, after having retraced the vicissitudes of the past ten years, notes that the question is now perhaps more ripe for settlement than it was at the time of the Genoa Conference. Apart from the general improvement in the economic position, and its possible repercussions on the shipping industry (perhaps a controversial question), there are several new factors which seem likely to facilitate a settlement.

There is no longer any danger of the Conference being tied by too rigid formulæ. It is no longer necessarily a question, as at Genoa, of the "application to seamen of the Convention drafted at Washington," but rather of opening a general discussion. It is, of course, impossible to lose sight of the principle laid down by the Treaties, but as regards the extent to which that principle can be immediately applied all possibilities remain open.

Further, the new methods adopted by the Conference provide certain guarantees, and render it easier to avoid misunderstandings. Under the double discussion procedure, the Conference will not be required to take an immediate decision this year. The first discussion in 1929 will indicate the main points on which Governments are to be consulted with a view to the final vote to be taken at a later Session. The interval between the two Sessions will provide an opportunity for removing any difficulties revealed during the first discussion.

Finally, the information available as a basis for the discussions will be far more abundant, and based on more thorough investigation than was possible in 1920. At the suggestion of the Joint Maritime Commission, and in order to verify and supplement its information, the Office obtained as much information as possible as to the knowledge and experience of various national administrations; whilst in order to ascertain the views of the representatives of the employers and workers concerned, joint consultations of shipowners and seamen, organised by national Governments, were instituted wherever possible.

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RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 October, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 377 (including nine conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 23.

Between 24 September and 31 October, the International Labour Office was informed of the registration of eleven new ratifications, namely:

The ratification by *Italy* of the Convention concerning seamen's articles of agreement and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The ratification by *Sweden* of the Convention concerning workmen's compensation for occupational diseases, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925), and the Convention concerning the simplification of the inspection of emigrants on board ship,* adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

The ratification by the *Kingdom of Yugoslavia* of the Conventions concerning unemployment indemnity in case of loss or foundering of the ship and for establishing facilities for finding employment for seamen, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Conventions concerning the rights of association and combination of agricultural workers and concerning the use of white lead in painting, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Conventions concerning seamen's articles of agreement and the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926); and the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE FORTY-SIXTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

The Forty-Sixth Session of the Governing Body of the International Labour Office was held in Geneva from 4 to 8 October, 1929, under the chairmanship of Mr. Arthur Fontaine (France).

At the opening of the first sitting, the Chairman expressed to the representative of the German Government the deep grief felt by all the members of the Governing Body on hearing of the sudden death of Mr. Stresemann. "Mr. Stresemann," said Mr. Arthur Fontaine, "was one of the great European builders of peace. As peace is one of the objects for which the International Labour Organisation is working, so much the more keenly do we feel the loss of the eminent statesman who has just passed away. I beg you to convey to the German Government our deepest sympathy and condolence."

The representative of the German Government thanked the members of the Governing Body for their expression of sympathy.

The Governing Body examined the Director's Report on the activity of the International Labour Office. It associated itself with the regrets expressed in the Report on the occasion of the death of Dr. Robertson, member of the Correspondence Committee on Industrial Hygiene, and that of General Freire d'Andrade, member of the Committee of Experts on Native Labour. The Chairman and the representatives of the Government, Employers' and Workers' Groups of the Governing Body also paid homage to the memory of Mr. Harold Grimshaw, Chief of the Native Labour Section of the Office, who died last August from illness contracted in the course of his mission to the Dutch East Indies and South Africa.

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* The ratification of this Convention shall come into effect only from the date on which the Secretary-General of the League of Nations shall register the unconditional ratification of this Convention by Denmark, Finland and Norway.

The Governing Body then discussed the preparations for the Maritime Session of the International Labour Conference, convened for 10 October at Geneva.

In the course of a discussion which took place on this subject, the Chairman welcomed the new representative of the British Government, Mr. J. J. Lawson, Parliamentary Secretary to the Ministry of Labour, who was present for the first time at a meeting of the Governing Body. Mr. Lawson thanked the Chairman for his welcome, adding that he felt it an honour to be able to participate in the work of such an important body, which was exercising an increasing influence throughout the whole world and in the development of which the British Government took the deepest interest.

A discussion followed on the subject of the inquiry for which Mr. Ford had asked into the purchasing power of wages in a certain number of European towns, to cover the cost of which Mr. Filene had offered the Office 25,000 dollars.

Members of the three groups of the Governing Body took part in the debate.

In reply to the various speakers, the Director reminded them of the conditions of this inquiry, which was accepted in principle by the Governing Body at its June session. The details of the inquiry had been fixed on 9 September by agreement between the Director, three representatives of the Governing Body who had been appointed for the purpose, and Mr. Filene. The object of the inquiry had been precisely defined. It was to determine the standard of living made possible in Detroit by a wage of six dollars a day, and then to ascertain what wages should be paid to secure an equivalent standard of living in the European towns under consideration. The duty of the Office would be to supply exact figures obtained by strictly scientific methods. It will then be open to anyone to draw conclusions from these figures, as in the case of any other information which the Office has been requested to collect and publish.

The Chairman reminded the Governing Body that it has already voted in favour of the acceptance of this inquiry at its previous Session, and that it only remained now to ensure that it should be carried out in the most scientific manner possible. Finally, the Governing Body approved the agreements reached on this subject and emphasised anew the necessity of collaboration with national and local statistical departments.

The Governing Body then considered the resolution adopted by the last Assembly of the League of Nations requesting the Governing Body of the International Labour Office "to consider the possibility of including in the agenda of the International Labour Conference in 1930 questions relating to hours of work, wages and working conditions in coal mines, with the object of arriving at an international convention or conventions in regard to these various subjects." The resolution also suggests that "the Governing Body should consider the advisability of convening at an early date a preparatory technical Conference consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement."

Various members of the Employers' Group, although not opposed to the question of principle, submitted their observations on the procedure suggested by this resolution.

The members of the Workers' Group insisted that the Governing Body should give effect to the request made by the Assembly.

Various members of the Government Group, and in particular Mr. Lawson, speaking as the representative of the British Government, which had proposed the resolution to the Assembly, supported this point of view.

Realising the importance of the questions raised in this resolution, and also the importance of making an immediate contribution to the general study of the coal problem now being pursued by the League of Nations on its own initiative, the Governing Body decided to convene, on 6 January, 1930, a preparatory technical Conference, consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement The Governing Body will then examine, in the light of the conclusions of this technical preparatory Conference, and immediately after its February Session, what steps can best be taken to give effect to the proposals of the Assembly within the required time limits.

It was agreed that the countries which should be invited to send representatives to the technical preparatory Conference should be those who had sent experts to the Sub-Committee on Coal of the Economic Committee of the League of Nations, that is to say, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands and Poland.

A delegation of three members of the Governing Body will attend the Conference as observers.

In the course of the debate which led to these decisions, Mr. Sokal (Poland) put a question relating to the position of Great Britain as regards the Washington Convention on hours of work in industry. In reply, Mr. J. J. Lawson, British Government representative, recalled the declaration made in the name of the British Government at the June Session of the International Labour Conference. He added that a Bill for the ratification of the Washington Convention was in preparation and would be submitted to the House of Commons when it reassembled or at latest during the month of November.

The Governing Body continued the consideration of questions suitable for inclusion in the Agenda of the Session of 1931 of the International Labour Conference, concerning which a definite decision must be arrived at by the Governing Body at its February Session.

After some discussion the Governing Body decided to request the International Labour Office to prepare statements of the law and practice in respect of four questions: the maximum weight of loads to be handled by workers, the age of admission of children to commercial employment, paid holidays, and the organisation of shifts in automatic glass works. When it has examined these statements the Governing Body at its Session in February next will select such of the questions as it may think ripe for discussion, and fix the agenda of the 1931 Session of the Conference accordingly.

The Governing Body decided to entrust to a Committee of three members, one from each Group, the examination of a proposal submitted by Mr. de Michelis (Italy) for the setting up of an Advisory Committee on Handicrafts.

The Governing Body next proceeded to the definite appointment of the Committee on Automatic Coupling, the creation of which had been decided upon previously.

The Governing Body considered the Resolutions adopted by the International Labour Conference at its last Session.

In pursuance of the Resolution relating to the establishment of a uniform basis for the compilation of statistics of industrial accidents, the Governing Body decided in principle that a conference on statistics of industrial accidents should be held in 1931.

In order to give effect to the Resolution adopted by the International Labour Conference on the proposal of its Committee on the loading and unloading of ships, the Governing Body decided in principle to appoint a technical committee to be entrusted with the drawing up of model regulations for the protection of workers engaged in loading or unloading ships. These model regulations may serve as a guide to Governments in drafting or amending their own regulations with a view to harmonising them with the Draft Convention adopted on this subject by the Conference.

The Governing Body referred to its Committee on Migration a resolution of the last International Labour Conference on the subject of the recruiting of bodies of workers in one country with a view to their employment in another country, and that part of a resolution on the subject of unemployment which related to the recruiting and placing in employment of foreign workers.

In accordance with another resolution of the Conference, the Governing Body instructed the International Labour Office to study the question of equality of treatment between national workers and coloured foreign workers employed in the territories of the States Members or in their possessions or colonies.

The Governing Body postponed to its February Session the appointment of the members of the Advisory Committee on Salaried Employees which it had decided to set up at its Session of last June, and appointed a Sub-Committee to submit a report next February on the problems arising out of the appointment of this Committee.

The Governing Body approved the agenda of the meeting of the Mixed Advisory Agricultural Committee, which will open in Rome on 7 November under the auspices of the International Institute of Agriculture.

It was decided that the next meeting of the Committee on Conditions of Work in the Textile Industry should take place on 9 December.

The Governing Body decided that its Forty-Seventh Session should open in Geneva in February, 1930, and that the Fourteenth Session of the International Labour Conference should begin on 9 June, 1930.

Finally, the Governing Body decided to accept the invitation of the Belgian Government to hold its Session in October, 1930, in Brussels.

THIRTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Thirteenth Session of the International Labour Conference, which dealt exclusively with maritime questions, was held in Geneva from 10 to 26 October, 1929. All the maritime States Members of the Organisation were represented, with the exception of Norway, which, in the absence of an official delegation, due to political circumstances, sent two observers to follow the proceedings.

At the beginning of the Session, a difficult situation arose as a result of protests lodged by the Employers' Group with regard to the composition of the Conference. Notwithstanding this initial difficulty, the Session arrived at particularly fruitful results.

The President of the Session was Mr. Eduard Aunos Perez, Spanish Minister of Labour and Social Welfare, and the Vice-Presidents were Mr. Mannio (Government, Finland), Mr. de Rousiers (Employers, France) and Mr. Tillett (Workers, British Empire).

It will be recalled that the agenda included the following four questions:

(1) Regulation of hours of work on board ship.

(2) Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.*:

(*a*) The individual liability of the shipowner towards sick or injured seamen;

(*b*) Sickness insurance for seamen.

(3) Promotion of seamen's welfare in ports.

(4) Establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

The Conference was not called on to take a final decision on any of these questions, but merely to hold a preliminary discussion with a view to determining the points on which the Governments of the States Members should be consulted. It will be noted that the Conference did not adopt the texts of questionnaires, the change in the procedure adopted at the Twelfth Session being applied for the first time. The International Labour Office will draft questionnaires dealing with the points included in the " Conclusions " of the Conference, which will then be submitted to the Governments. On the basis of the replies received, Conventions or Recommendations will be drafted for final discussion at the next maritime Session, when the Conference will be called on to take final decisions.

The Conference was thus unable to go beyond the preliminary stage of discussion of each of the four items included in the agenda. In spite of its limited scope, however, the votes taken were of considerable importance. The Draft Conclusions submitted by the four Committees set up to deal with the items on the agenda were adopted in plenary sitting without any significant amendments, and the four questions were included in the agenda for the next maritime Session for final discussion.

Regulation of Hours of Work on Board Ship.

The Conclusions of the report of the Committee on Hours of Work on Board Ship were adopted in the plenary Conference by 71 votes to 20. The text of the Conclusions adopted was as follows:

The Conference,

Having examined the report submitted by the International Labour Office on the regulation of hours of work on board ship,

Decides that it is desirable to consult Governments on the question of the international regulation of this matter by means of a Draft Convention;

Considers that it is also desirable to ask Governments whether such regulation should be based on the principle of the eight-hour day or the forty-eight-hour week, with such methods of application and such exceptions as the special conditions of the shipping industry may require;

Further considers that it is desirable to consult Governments as to the definitions of the following expressions:

normal hours of work;
hours of actual work;
hours on duty;
overtime;
compensation for overtime;
work required for safety; and

Accordingly invites the International Labour Office to ascertain the views of the Governments on the following main points:

I. Scope of the Draft Convention:

(1) *As regards vessels:* possible exceptions: sailing ships, Government vessels not engaged in trade, vessels engaged in urgent work of public utility, vessels below a certain tonnage; other possible exceptions.

(2) *As regards trades:* international and national; distant, medium, near. If this classification not considered possible please indicate the method of international classification which you consider most practical; possible exceptions.

(3) *As regards persons employed on board:* possible exceptions; *e.g.*, masters, non-watch-keeping officers in charge of a department, pilots, crews remunerated exclusively by a share in the profits or consisting entirely of members of the owner's or skipper's family, persons belonging to a special occupation not directly related to maritime work and who are not employed by the master or shipowner.

(4) Modifications which might be required in order to meet the special conditions provided for in Article 405, paragraph (3), of the Treaty of Peace.

II. Methods of regulating working hours it might be possible to adopt for different categories of the crew: (*a*) in port, (*b*) on sailing days, (*c*) on passage, (*d*) on arrival days.

(1) *Engine-room Staff:*
  (*a*) Normal working hours; possibility of adopting both in port and at sea, and for all trades, the principle of an eight-hour day.
  (*b*) Rules for ensuring a weekly rest, or for compensating it if not granted.
  (*c*) Compensation and limitation of overtime.

(2) *Deck Staff:*
  (*a*) Normal working hours; possibility of adopting the principle of an eight-hour day for work in port, and for work at sea various limits suited either to the different kinds of trades (distant, medium, near) or to the category of tonnage of the ship.
  (*b*) Rules for ensuring a weekly rest, or for compensating it if not granted.
  (*c*) Compensation and limitation of overtime.

(3) *Catering Department:*
  Possibility of adopting rules differing for catering staff in attendance on passengers and staff in attendance on members of the crew.
  (*a*) *Catering staff in attendance on passengers:*
    Possibility either of limiting normal working hours, or, failing this, of fixing a minimum rest period.
    Granting a weekly rest, or compensating it if not granted.
    Limitation and compensation of overtime.
  (*b*) *Catering staff in attendance on the crew.*
    Possibility of limiting normal working hours.
    Weekly rest, or compensating it if not granted.
    Compensation and limitation of overtime.

III. Possibility of providing that overtime for certain classes of work necessary for safety shall not be subject either to limitation or compensation. Definition of work of this nature.

It will be noted that officers are not excluded from the scope of the proposed regulation of hours of work on board ship. The only possible exceptions suggested in the Conclusions adopted were in respect of non-watch keeping officers in charge of a department.

The three Groups unanimously agreed that the fishing industry should be entirely excluded, at least for the present, but might be dealt with separately at a later date. There is therefore no reference to the fishing industry in the Conclusions adopted by the Conference.

The Conclusions having been adopted, the Conference decided, by 76 votes to 17, to include the question of the regulation of hours of work on board ship in the agenda of the next maritime Session.

Protection of Seamen in Case of Sickness.

The protection of seamen in case of sickness or injury raises the question of the obligations to be imposed on shipowners and also the question of compulsory insurance. The Governing Body consequently adopted, on the proposal of the Joint Maritime Commission, the following formula for the definition of this item of the agenda:

"Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.*:

(*a*) The individual liability of the shipowner towards sick or injured seamen;

(*b*) Sickness insurance for seamen."

The Committee set up by the Conference to study this item submitted two reports. The first report, dealing with the individual liability of the shipowner towards sick or injured seamen, was adopted by 65 votes to 16. The second report, dealing with sickness insurance for seamen, was adopted by 68 votes to 14.

Both reports concluded that the question dealt with was suitable for treatment in a Draft Convention.

The Conclusions adopted on the first point related to the risks covered (sickness, injury and death) and the liabilities of the shipowner (medical treatment, maintenance, wages, repatriation, funeral expenses, and the protection of the property of deceased seamen or those left behind as a result of sickness or injury).

Attention was drawn to the necessity of avoiding any gap from the moment when the shipowner's liability ceases and the moment when insurance benefits begin.

The Conclusions adopted on the second point laid down the principle of compulsory sickness insurance for all persons employed on board ships engaged in maritime navigation, including sea-fishing boats, but with the exception of ships of war. Possible exceptions are suggested in the case of foreign seamen or seamen not resident in the country whose flag the vessel flies, masters and officers in receipt of remuneration which is high in relation to the general level of remuneration, members of the employer's family, pilots, and workers below or above specified age limits.

The International Labour Office is to consult the Governments on these points, and also as to the amount, duration, and conditions of cash and medical benefits, the financial resources of the insurance funds, etc.

As regards the insurance institutions, the Conclusions adopted suggest the principle of self-government under the supervision of the public authorities, and the participation of insured persons and employers in the management. Governments should also be consulted as to the desirability of entrusting the settlement of disputes concerning the right to benefit to special tribunals.

The Conclusions having been adopted, the Conference decided, by 72 votes to 17, to place the question of the protection of seamen in case of sickness or injury on the agenda of the next maritime Session.

The Promotion of Seamen's Welfare in Port.

With regard to the question of the promotion of seamen's welfare in port, it was decided by 89 votes to 0 to place it on the agenda of the next maritime Session, after the report of the Committee had been unanimously adopted by show of hands.

This report concludes that the question might well form the subject of a Draft Convention or Recommendation, and requests the International Labour Office to consult the Governments on a certain number of points, among which may be mentioned those given below.

The institution in all large ports, where such bodies do not already exist, of authorities or officially recognised organisations, including representatives of the shipowners, the seamen, and the authorities and institutions concerned; these bodies are to ensure the application and co-ordination of welfare measures, and to collect all possible information relating to conditions in ports, with a view to the enforcement of such measures. The International Labour Office is to seek to promote collaboration between all the national organisations concerned.

The adoption, with due heed to national and local conditions, of legislative measures or regulations for the purposes of systematically combating the dangers of alcoholism and narcotics, of supervising hostels, and of protecting seamen in their movements between their ships and the shore.

Provisions for the purpose of enforcing the system of regulation established, with the co-operation of consuls.

The adoption of suitable measures for the protection of the health of seamen against tuberculosis, tropical or other diseases, and especially the organisation of treatment for venereal diseases, as is provided for by the Brussels Agreement of 1924.

The adoption of measures more directly concerned with the stay in port of seamen of all nationalities, including the provision of suitable hostels, meeting and recreation rooms, libraries, etc., and the extension of facilities for thrift.

The possibility of propaganda being undertaken by official or voluntary bodies, with a view to ensuring the success of the proposed measures.

The adoption of financial measures by which the funds required for the carrying out of the suggested programme might be obtained, including the possibility of participation by the social insurance institutions.

The Conference further adopted a Resolution drawing attention to the possibility of exempting officers and seamen possessing identity papers with their photographs attached, duly issued by their national authorities, from the requirement of presenting ordinary passports on disembarking in foreign countries.

The Institution of a Minimum Requirement of Professional Capacity in the Case of Captains and Officers in Charge of Watches.

The Committee appointed to study the question of the minimum professional capacity of officers in charge of watches in the mercantile marine had first to express its views as to the competence of the International Labour Office to deal with the question. It decided in the affirmative, holding that not only were the interests of the passengers, shippers and underwriters at stake, but likewise those of the shipowners, and even more those of the seamen, who were fully entitled to have the safety of their lives guaranteed as far as possible.

The Committee declared that a solution was necessary, and that it was essential that all States should agree to this guarantee, because, as experience had shown, a vessel however well built, equipped, navigated and staffed, could be exposed to serious dangers from the fact that the staff of another vessel did not possess sufficient professional capacity.

In conclusion, the Committee expressed the opinion that the international system of regulation to be arrived at should take the form of a Draft Convention, by reason of the necessity of finding an effective and vigorous solution to the problem.

The Committee further proposed that the International Labour Office should consult the States Members on the following points :

Possession of a certificate of professional capacity is to be required by national legislation for employment as (*a*) master or skipper ; (*b*) navigating officer in charge of a watch ; (*c*) engineer officer in charge of a watch.

The determination of the scope of this Draft Convention on the basis of general definitions, which might be as follows :

Possibly, general conditions for granting certificates which should be specified by national laws or regulations : (*a*) a minimum age ; (*b*) a certain standard of professional experience ; (*c*) the necessity of passing one or more examinations organised and supervised by the public authorities.

The provision of penal or disciplinary sanctions against (*a*) a shipowner engaging a master or officer who is not duly certificated, as required by the Draft Convention ; (*b*) a master or officer making use of forged documents to obtain employment as such.

Supervision of the enforcement of the stipulations of the Draft Convention, and the right of the authorities to detain any vessel not carrying the duly certificated officers required.

A further point deals with exemptions. It had been proposed to consider the exclusion of coastal fishing vessels. The Committee did not accept this suggestion ; fishing vessels in general are therefore included in the summary of draft Conclusions, while it is understood that the exemptions which may be allowed in respect of the type of the vessel and of the tonnage may apply also to such vessels. The Committee further made it clear that it insisted upon the necessity of reducing such exemptions to the minimum.

The Conference further decided to add chief engineers to engineer officers in charge of watches in the list of officers required to hold certificates of professional capacity. It then adopted by 65 votes to 0 the conclusions of the Committee with this addition. Finally it was decided by 73 votes to 2 to place the question on the agenda of the next maritime Session.

Resolutions.

It was in connection with a draft Resolution submitted by the Employers' Group that the Conference, at the beginning of the Session, met with the difficulties alluded to above, and which it succeeded in overcoming. In this draft Resolution the Employers' Group, basing their attitude on the absence of a representative of the British shipowners and of any official delegation from Norway, questioned the representative character of the Conference, and urged the adoption of the Resolution given below.

" The Conference decides that the nomination of non-Government Delegates and advisers to attend maritime Conferences ought to be made in agreement with the organisations, if such organisations exist, which are most representative of shipowners and seamen respectively, and instructs the Governing Body to take steps to secure this result so as to avoid in future a recurrence of the present situation, and further instructs the Credentials Committee to take such steps as may be open to them to ameliorate the present situation."

The Resolution was rejected by 64 votes to 24, only the Employers' Group voting in its favour. In consequence of this vote, the Employers' Delegates ceased to take part in the work of the Conference. While the four committees set up to study the questions on the agenda continued their deliberations without the help of the employers, negotiations were opened. They resulted in the return of the Employers' Delegates after the Conference had adopted the Resolution given below, submitted by the Government Delegates of the British Empire, Finland and France.

" In view of the difficulties which have arisen at the special Sessions of the Conference devoted to maritime questions, including the composition of non-Governmental delegations, the Conference invites the Governing Body to seek all appropriate means of avoiding in the future a repetition of such difficulties."

The Workers' Group voted against this text, but declared that, in its care for the interests of the workers whom it represented and for the success of the Conference, it would not cease to co-operate in the work of the latter.

The Conference further adopted Resolutions dealing with the following questions :

Conditions of life and labour of Asiatic seamen, especially when employed outside their countries or on board foreign ships ;

Hours of labour in inland navigation ;

Conditions of labour in aerial navigation ;

The application of Draft Conventions and Recommendations adopted by previous maritime Sessions of the Conference ;

Equitable treatment of seamen employed on board vessels plying within the territorial waters or on the inland waterways of the country of which such seamen are citizens, within the general framework of the social legislation of such country.

The Director's Report.

The Conference, in the course of its work, briefly discussed the parts of the Director's Report to the Twelfth Session which dealt with maritime affairs. In his reply to the speakers who had dealt with this report, the Director explained the position of the maritime Conventions in regard to ratifications. The three Genoa Conventions have obtained respectively 22, 14 and 17 ratifications. The two Conventions of 1921 have obtained 21 ratifications each. Finally, the most recent Conventions, those on Articles of Agreement and Repatriation, have obtained respectively eight and seven ratifications.

These figures are much the same as, and even to a certain extent better than, the figures with respect to Conventions dealing with workers on land. The maritime Conventions, moreover, are generally ratified by maritime countries only, so that the actual proportion of maritime Conventions ratified is higher than the corresponding figures with respect to industrial Conventions.

As he had often had occasion to declare, it was not for the International Labour Office or the International Labour Organisation to set itself up as something superior to the States Members, as a super-State. In view of its limited powers, its achievement was not a negligible one.

Mr. Albert Thomas went on to say that if, as he had often said on previous occasions, all the Conventions adopted by the League of Nations, by special Conferences and by the Assembly, were taken, and the number of ratifications of such Conventions compared with the number obtained for the International Labour Conventions, it would be seen that their achievement was not a mediocre one, and in fact, that it did honour to the Organisation. This was not a sign of optimism ; it was merely a demand for justice. It was not for him to judge the different attitudes that had been taken up ; it was for the delegates among themselves to make whatever observations were necessary. There were States which were hanging back ; there were States which allowed themselves to be held up on grounds of detail. He agreed. But for their part, they were trying to give such States all the information they required. It was for public opinion in each country and for the occupational bodies to act in order that they might obtain the decisions they desired. It had been said there that the shipowners had shown ill-will. It had been said that they opposed ratification in many countries. It was not for him to judge them. The necessary propaganda and negotiations should be conducted within such States.

In the course of the discussion one of the workers' representatives had suggested the possibility that his Group might not continue to take part in the work of the Joint Maritime Commission if the shipowners did not alter their attitude ; the Director therefore urged the seamen to pause for reflection.

When it was desired to call a strike at the International Labour Conference, when there was a withdrawal even for a short time, the Geneva spirit still remained the same and was strong enough to bring about agreement after negotiation. The seamen should not follow a bad precedent. They should have confidence in the power of the Governing Body to find out ways and means. They should not be led astray by false incitements to optimism or pessimism ; if they would form judgments as men of free intelligence, lucid intellect and disciplined will, he was certain that their work would bear fruit.

In practice, the conclusion of the work of the Thirteenth Session fully justified this confidence ; so much so, in fact, that at the last sitting the spokesman of the Workers' Group was able to say that perhaps for the first time since the seamen had been called upon to take part in the work of the International Labour Organisation, either in the Conference or in the Joint Maritime Commission, they would return to their respective harbours with relief and hope in their hearts.

Before this the vice-presidents representing the Government and Employers' Groups had also expressed their thanks to the International Labour Office, and identified themselves with the optimistic words of the President, who in his closing speech expressed his pleasure at the circumstances in which the Conference dispersed.

Mr. Aunos hoped that each one of them, from the strength of his own convictions, would continue to collaborate indefatigably in the promotion of the fundamental ideals underlying Part XIII of the Treaty.

He trusted that, as time went on, they would see the disappearance of conflicts and the clash of interests, through the realisation of justice, which was the keynote to the progress of the world.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 25 November 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 377 (including nine conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 23.

Between 31 October and 25 November, the International Labour Office was not notified of any new ratification.

AFTER THE THIRTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The International Labour Office has addressed to the Governments of the States Members of the Organisation four *Questionnaires* relating to the following subjects :

(1) The regulation of hours of work on board ship.

(2) The protection of seamen in case of sickness, including the treatment of seamen injured on board ship.

(3) Promotion of seamen's welfare in ports.

(4) The minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

It will be remembered that these four problems formed the subject of a preliminary discussion at the Thirteenth Session of the International Labour Conference (Maritime Session, October 1929), and were included, for a second discussion, in the agenda of the next Maritime Session. On this occasion the new system established by the amendments made by the Twelfth Session (June 1929) in the double-discussion procedure was brought into operation for the first time. In accordance with these amendments, the Conference was not called upon at the first discussion to draw up the actual text of any *Questionnaire*, this task being left to the International Labour Office ; the Conference itself had only to " decide by the approval of conclusions or resolutions the points upon which the Governments are to be consulted." Although this was only a first trial of the new system, it would appear to have made it possible, while retaining the advantages of the double-discussion procedure, to avoid the disadvantages observed in the application of that procedure by the methods previously followed. The Conference, finding that its work was no longer retarded by mere questions of drafting, was free to devote itself entirely to the merits of the problems submitted to it, and was thus able to study each of them as a whole in a shorter period of time than would otherwise have been required.

The conclusions adopted by the Thirteenth Session with regard to the four items on the agenda indicate all the points on which the Conference deemed it desirable to collect the opinions of Governments in preparation for the second and final discussion, and it is on the basis of these conclusions and in strict accordance with the indications they embody that the Office has drafted the *Questionnaires* now issued.

Regulation of Hours of Work on Board Ship.

As regards this item, the first three questions addressed to Governments are these :

> (1) Do you consider that hours of work on board ship should be regulated internationally by means of a Draft Convention ?
>
> (2) Do you consider that, subject to such methods of application and such exceptions as the special conditions of the shipping industry require, this regulation should be based on the principle of the eight-hour day or the forty-eight-hour week contained in the Treaty of Peace ?
>
> (3) Do you consider that for the purposes of the regulation in question the following expressions should be defined : (*a*) normal hours of work ; (*b*) hours of actual work ; (*c*) hours on duty ; (*d*) overtime ; (*e*) compensation for overtime ?
>
> If so, what definitions do you propose ?

Twelve other questions are included, relating to the scope of the contemplated Draft Convention (scope as regards vessels, as regards trades, and as regards persons employed on board), methods of regulating hours of work for the different categories of the crew, work in the interests of safety, and modifications to meet special conditions.

Protection in Case of Sickness or Injury.

The *Questionnaire* on this item comprises two parts : the first relates to the individual liability of the shipowner towards sick or injured seamen, and the second to sickness insurance for seamen.

The first part opens with the following question :

> (1) Do you consider that the International Labour Conference should adopt a Draft Convention to regulate internationally the individual liability of the shipowner towards sick or injured seamen ?

This is followed by twenty-three questions dealing with the scope of the contemplated Draft Convention, the risks covered (nature of the risks, definition of the period of protection, relation between the service and the risks, and the risks covered in relation to the notion of fault), the benefits and the shipowner's liability (nature of assistance to the sick or injured seaman, duration of assistance, arrangements for assistance, defrayment of the expenses of assistance, wages of the sick or injured seaman, repatriation of the sick or injured seaman, burial expenses, and protection of the property of seamen deceased or left behind on account of sickness or injury), and, finally, the settlement of disputes.

In the second part of the *Questionnaire*, the Governments are first asked whether they consider " that the International Labour Conference should adopt a Draft Convention to regulate internationally sickness insurance for seamen." There follow twenty-four questions relating to the scope of the contemplated Draft Convention, period of protection, benefits (sickness benefit, medical benefit, etc.), financial resources, insurance institutions, and settlement of disputes.

Promotion of Seamen's Welfare in Ports.

On this subject the following preliminary question is asked :

> (1) Do you consider that the International Labour Conference should adopt a Recommendation on the subject of the promotion of seamen's welfare in ports ?

Nine detailed questions follow, relating to the practical measures necessary for the welfare of both national and foreign seamen, the adoption of legislative measures or regulations for the protection of seamen from the dangers of alcoholism and the use of narcotics, measures to protect the health of seamen against tuberculous, tropical, venereal and other diseases, measures concerning accommodation for seamen in ports, facilities for the utilisation of their leisure, etc., propaganda, and financial organisation.

The eleventh and last question is as follows :

> (11) Do you consider that some, and if so which, of the points mentioned above might form the subject of a Draft Convention ?

Professional Capacity of Officers.

The *Questionnaire* relating to this item contains six questions, the first of which is as follows :—

> (1) Do you consider that the International Labour Conference should adopt a Draft Convention specifying that national laws or regulations are to require certificates of professional capacity for employ-

ment as: (*a*) master or skipper; (*b*) navigating officer in charge of a watch; (*c*) chief engineer; (*d*) engineer officer in charge of a watch?

The other five questions deal with definitions of the four terms: (*a*) to (*d*) above, minor exceptions permissible, conditions for obtaining certificates of capacity, sanctions against shipowners or officers for infringement of the certificate regulations, and the desirability of special measures for supervising the enforcement of the rules of the contemplated Draft Convention.

The replies of the Governments to these four *Questionnaires* will be used as the basis of reports which will be presented to the Conference for the purposes of the second discussion on the respective problems.

PREPARATORY TECHNICAL CONFERENCE ON CONDITIONS OF EMPLOYMENT IN COAL MINES.

In pursuance of the resolution with regard to the coal industry adopted by the Assembly of the League of Nations on 23 September 1929 and in conformity with the decision taken by the Governing Body of the International Labour Office on 5 October, the Director of the International Labour Office has now invited the most important coal-producing countries in Europe to a Preparatory Technical Conference to be held in Geneva on 6 January next.

This Conference will consider questions concerning hours of work, wages and working conditions in coal mines with a view to advising the Governing Body of the International Labour Office as to which of these questions it considers may best be placed on the agenda of the 1930 Session of the International Labour Conference, with a view to arriving at an international agreement.

The countries which have been invited to this Preparatory Technical Conference are those which sent experts to the Coal Sub-Committee of the Economic Committee of the League of Nations, namely, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands, Poland and Spain.

The Government of each of these countries has been asked to send to the January Conference three delegates representing the Government, the mineowners and the miners respectively. The representatives of the employers and workers should, according to the spirit of Part XIII of the Peace Treaty, be appointed in agreement with the most representative organisations concerned. The Governments will be free, if they so desire, to send advisers for each of the three delegates, but only the delegates will have the right to vote.

SAFETY SUB-COMMITTEE.

The Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene and Safety attached to the International Labour Office held its third Session in Berlin on 30 September and 1 October 1929.

The Sub-Committee considered a monograph on presses prepared by Mr. Frois (Paris), and a draft scheme for the technical part of a monograph on the production and use of acetylene, prepared by Dr. Ulrichs (Berlin.)

This was followed by an exchange of views on the future organisation of the work of the Sub-Committee, and on the best methods to be adopted in the making of cinematograph films relating to the prevention of accidents.

ADVISORY COMMITTEE ON PROFESSIONAL WORKERS.

The permanent group of five members of the Advisory Committee on Professional Workers,[1] which was set up in connection with the International Labour Office, met on 9 October 1929 in Geneva.

There were present Mr. de Michelis, member of the Governing Body of the International Labour Office (Chairman); Mr. Destrée and Mr. Krüss, representing the International Committee on Intellectual Co-operation of the League of Nations; Mr. Waline, substitute for Mr. Lambert-Ribot, employers' representative, and Mr. Müller, workers' representative on the Governing Body of the International Labour Office.

The group decided to propose to the Governing Body of the International Labour Office to maintain the Committee in its present form for three more years. It nominated a number of experts whom the Committee should consult, with regard to questions on the agenda, at its next meeting, to be held on 6 December. The group decided to propose

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(1) This Committee—*Commission consultative des travailleurs intellectuels*—has hitherto been known in English as the Advisory Committee on Intellectual Workers. The expression "intellectual workers," however, has given rise to certain objections, and it has therefore been decided to use instead the expression "professional workers," which it is thought better designates in English the classes of workers covered by the French expression.

the following new questions for examination by the Committee : (1) conditions of work of musicians and in particular the situation arising out of the development of mechanical music ; (2) conditions of work of actors and technicians employed in cinematograph production. In addition, the International Labour Office is to submit to the Committee a report on the subject of trade secrets in their relation to the " radius clause " in engineers' contracts of service, a question already submitted to the Committee for examination.

FORTHCOMING MEETINGS.

6 January 1930.—*Geneva :* Preparatory Technical Conference on Conditions of Employment in Coal Mines.

3 February 1930.—*Geneva :* Forty-seventh Session of the Governing Body of the International Labour Office.

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ACTIVITIES OF THE INTERNATIONAL LABOUR ORGANISATION DURING 1929.

General Features.

1929 will be considered as one of the most fruitful years of the International Labour Organisation.

In the first place it has been marked by notable progress of the eight-hour day towards universality. Not only was no effect given to the proposal for the revision of the Washington Convention on the eight-hour day in industry, but the new British Government has officially announced its intention of taking the necessary steps to ensure ratification as early as possible. The German Government has also introduced a Bill for unconditional ratification. As soon as these two ratifications, British and German, are obtained, the conditional ratification of France takes effect, and others will follow almost automatically. The time now appears to be approaching when the eight-hour day in industry will at last be guaranteed internationally in all the chief industrial countries.

But this is not all. While a change for the better was thus taking place in the prospects of the industrial eight-hour day, the International Labour Conference, in the two Sessions held this year, accomplished in almost unhoped-for conditions the first stage of the procedure that will make it possible in 1930 to confer the benefits of the eight-hour system, or a scheme based on the eight-hour principle, on two large classes of workers left outside the scope of the Washington Convention—salaried employees and seamen.

This phase of the activities of the International Labour Conference, which met twice—in June and October—is another characteristic feature of the year now drawing to a close. The agenda of both Sessions was exceptionally heavy; in June, the General Session, forced labour (first discussion), the hours of work of salaried employees (first discussion), prevention of industrial accidents (second discussion), protection against accident of workers employed in loading or unloading ships (second discussion); in October, the Maritime Session, regulation of hours of work on board ship, protection of seamen in case of sickness or injury, promotion of seamen's welfare in ports, and the establishment by each maritime country of a minimum requirement of professional capacity for mercantile marine officers (first discussion in each case). On all these topics the Conference took positive decisions. It adopted the following Draft Conventions or Recommendations on the questions before it for second discussion, on which questions alone final decisions could be taken: Draft Convention concerning the marking of the weight on heavy packages transported by vessels; Draft Convention concerning the protection against accident of workers employed in loading or unloading ships; Recommendations concerning the prevention of industrial accidents. The Conference also agreed to discuss a second time the questions before it for first discussion, and decided that the Governments should be consulted on them.

Among these questions that of forced labour furnished the occasion for a prolonged discussion, which made a profound impression in overseas countries. The close study of native labour problems has clearly marked the determination of the International Labour Office not to confine its activities to European and other countries already highly developed, but to fulfil its mission the whole world over as intended by the Treaties of Peace.

This declared intention of the Office to achieve greater universality has also been made manifest in a striking manner by the Director's visit to the Far East—to China, Japan, French Indo-China and the Dutch East Indies. Following upon his visit, China for the first time sent complete delegations to the Sessions of the Conference. It may also be observed in this connection that the number of countries represented at the June Session—50—was the highest recorded in the history of the Organisation. Of this number no less than 15 were Latin-American countries, as against 7 in 1926, 10 in 1927, and 10 in 1928.

Furthermore, ratification of international Conventions has proceeded uninterruptedly: more than 50 new ratifications were registered in 1929. The control of the application of Conventions by means of the procedure for the examination of the reports that Article 408 of the Treaty of Versailles requires countries to furnish has been still further improved.

Again, the technical work, on the basis of which the International Labour Office initiates and extends its legislative work, has not ceased to develop. The procedure for the important inquiry on conditions of work in the textile industry has been drawn up. The results of investigations into migration phenomena and the legislation and international agreements by which these mass movements of human beings are regulated throughout the world, have been published in volumes that undoubtedly constitute a unique source of information on the subject. Reference may also be made to the inquiries on social charges (insurance and relief) in various countries, on the safety of motor transport drivers, on working conditions in cinematograph studios, on the finding of employment for theatrical artistes, on unemployment among professional workers, on the conditions of employment of musicians and the effects of the spread of mechanical music, on the protection of the salaried inventor and on the termination of employment of journalists on grounds of conscience.

Among requests for information, every day more numerous from public administrations, workers' and employers' organisations, scientific institutions, industrial concerns, etc., that of the Ford Motor Company has thrown into relief the value of the results already achieved by the Office in its periodical inquiries on the purchasing power of wages in different towns and, what is more, has furnished an occasion for extending these inquiries.

Finally, it is the very exhaustive inquiries carried out by the Office since 1925 on hours of work, wages, and working conditions, in mines, that have made it possible to give effect so promptly to the Resolution of the League of Nations Assembly on the coal problem, and to convene on 6 January, 1930, a preparatory technical conference of the European coal-producing countries.

Ratification of Conventions.

On 1 January, 1929, the number of ratifications registered officially amounted to 333; now, at the end of December, it is 384, an increase of 51.

The Conventions ratified by the largest number of countries up to the present are: the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, ratified by 25 countries; the Convention concerning unemployment, ratified by 23 countries; the Convention concerning minimum age for admission of children to employment at sea, ratified by 22 countries; the Convention concerning night work of young persons, the Convention concerning the minimum age for admission of young persons to employment as trimmers and stokers, and the Convention concerning compulsory medical examination of children and young persons employed at sea, each ratified by 21 countries; the Convention concerning the rights of association and combination of agricultural workers, ratified by 20 countries; the Convention concerning employment of women during the night, the Convention concerning the use of white lead in painting, and the Convention concerning workmen's compensation for occupational diseases, each ratified by 19 countries.

Application of Conventions.

In 1929 was put into operation for the third time the procedure instituted as a result of a resolution adopted at the Eighth Session of the Conference to enable the Conference to make the fullest use of the information contained in the reports that Governments are required by Article 408 of the Treaty to furnish on the steps they have taken to apply the Conventions ratified by them. It has been found that in this field, beset with difficulties as it is, each year has yielded more valuable results, so that the information now available on the application of ratified Conventions in the various countries is much more complete and precise than ever before. The most satisfactory feature of the experience of the last three years is, perhaps, the goodwill with which Governments have furnished supplementary information concerning the position in their countries, in reply to observations formulated by the Committee of Experts which examines the reports before the Session of the Conference or while the Conference is sitting. In 1929, for the first time, the Conference had before it all the reports, on this occasion 241 in number and relating to 20 Conventions. It was possible to make a detailed examination of the measures taken to apply each Convention.

Procedure for the Revision of Conventions.

It will be remembered how the question of the revision of International Labour Conventions was brought before the Organisation. In each Convention adopted by the Conference during the eleven Sessions held from 1919 to 1928 is a standard Article laying down that "at least once in ten years, the Governing Body of the International

Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision or modification." Since Part XIII of the Treaty of Peace contains no other provision relating to procedure for the revision or modification of a Convention, it was desirable to lay down in the Standing Orders of the Governing Body and the Conference respectively, the procedure for giving effect to this Article of the Conventions. The Governing Body forthwith inserted in its Standing Orders the new provisions laying down the procedure for placing on the agenda of the Conference the question of the revision or the modification of a Convention. These provisions governed the first phases of the revision procedure, which are entirely within the competence of the Governing Body. It was for the Conference to incorporate in its own Standing Orders regulations governing those phases of the procedure that follow the inclusion of a revision proposal in the agenda of one of its Sessions. The Conference took a decision on the subject in the course of its general Session held in May and June, 1929. The provisions that it adopted and inserted in its Standing Orders may be summarised as follows:

> When the Governing Body has decided to place on the agenda of a Session of the Conference the question of the total or partial revision of a Convention the International Labour Office shall submit to the Conference draft amendments drawn up in accordance with the conclusions of the report of the Governing Body recommending the total or partial revision of the Convention. These draft amendments should correspond to the question or questions in respect of which a proposal for revision has been placed on the agenda.

The freedom of the Conference to discuss and decide is thus limited to the questions placed by the Governing Body on the agenda of the Session.

This procedure is the natural complement of that for the Governing Body adopted by it in 1928, and seems to guarantee the stability essential to international labour legislation.

The Twelfth Session of the International Labour Conference.

The Twelfth Session of the International Labour Conference was held at Geneva from 30 May to 21 June under the presidency of Dr. Heinrich Brauns, German Government delegate and formerly Federal Minister of Labour. Fifty countries were represented, a number that has never before been reached; 27 were European and 23 non-European countries, of which 3 were British Dominions, 15 Latin-American, 4 Asiatic, and 1 African countries. In addition, Turkey, although not a Member of the Organisation, sent an Observer, as in 1927 and 1928.

The agenda consisted of four questions: (1) the prevention of industrial accidents; (2) the protection against accidents of workers employed in loading or unloading ships; (3) forced labour; (4) hours of work of salaried employees. Only the first two questions, which had already been discussed the preceding year, led to definite decisions at this Session; the other two were merely before the Conference for a first discussion in accordance with the double discussion procedure in force.

On the first question the Conference adopted four instruments for the organisation of what Mr. Albert Thomas has called "the international Red Cross on the battlefields of labour." These instruments are: a Recommendation concerning the general principles of accident prevention; a Draft Convention concerning the marking of the weight on heavy packages transported by vessels; a Recommendation concerning responsibility for the protection of power-driven machinery; a Resolution concerning accident statistics.

The general Recommendation on accident prevention was adopted by 100 votes to 12, the Draft Convention on the marking of the weight on packages by 98 votes to 24, and the Recommendation on the responsibility for the protection of power-driven machinery by 87 votes to 28. The Resolution concerning accident statistics was carried unanimously.

With regard to the protection against accidents of workers employed in loading or unloading ships, the Conference adopted by 84 votes to 22 a Draft Convention drawn up with particular care and perhaps more comprehensive from the technical standpoint than any other Convention. This Draft Convention was accompanied by two Recommendations: one, adopted by 101 votes to 0, drawing the attention of the Governments to the importance of concluding reciprocal agreements; and the other, adopted by 88 votes to 0, concerning the consultation of workers' and employers' organisations in the drawing up of regulations dealing with the safety of workers employed in loading or unloading ships. Furthermore, a Resolution adopted unanimously invites the Governing Body of the International Labour Office to set up an International Technical Committee to work out a model set of regulations.

In considering forced labour, the Conference entered upon a new subject affecting the lives of millions of human beings, as well as approached a great colonial problem. After exhaustive discussions it decided by 101 votes to 15 to place the question on the agenda of the 1930 Session, and adopted by 83 votes to 17 a Questionnaire addressed to Governments, covering all the aspects of the problem as well as possible solutions of it, and contemplating in the first place the adoption of a Draft Convention for the abolition of forced labour, or at least its limitation and regulation with a view to the suppression of abuses. Further, by 64 votes to 21 the Conference adopted a Resolution requesting the International Labour Office to continue its studies, with a view to action at a later stage, of various problems related to that of forced labour, and, in particular, penalties in connection with long-term labour contracts.

As to hours of work of salaried employees, the Conference decided by 103 votes to 17 to place the question on the agenda of the 1930 Session; and adopted by 92 votes to 15 a Questionnaire that will enable the amplest possible material to be obtained from the Governments, with a view to the decision to be taken at that Session, in the form either of a Draft Convention or a Recommendation. The Questionnaire contemplates the general limitation of hours to forty-eight per week and eight per day for all persons employed in the undertakings covered.

Although not placed on the agenda of the Twelfth Session for a decision, the problem of unemployment also occupied the attention of the Conference. The question was before the Conference in the form of a general report by the International Labour Office, mainly devoted to an analysis of the possible influence on unemployment during the last few years of certain predominant international factors.

After considering this report the Conference adopted an important Resolution covering the various aspects of the unemployment problem.

The Conference adopted several other resolutions presented by delegates, a certain number of which directly concern workers in oversea countries.

As usual, it examined the reports submitted by Governments on the application of Conventions.

It fixed the procedure to be followed for the revision, total or partial, of an existing Convention.

It further endeavoured to remedy certain inconvenient features in the double-discussion procedure employed for the adoption of Conventions. With this end in view it decided that the procedure in question should henceforth be as follows:

> The International Labour Office, subject to the approval of the Governing Body or of a Committee of the Governing Body appointed for this purpose, will draw up a report on the question on the agenda. This report will not necessarily contain a Questionnaire but will indicate as far as possible the points on which the Governments are to be consulted. After discussing this report the Conference will determine such points by the adoption of conclusions or Resolutions. On this basis the International Labour Office will draw up the Questionnaire to be addressed to the Governments. The Conference will thus be relieved of the task of drafting the Questionnaire itself in the course of the first discussion.

Finally, the Conference at its Twelfth Session, as at the preceding Sessions, devoted several sittings to the discussion of the Director's Report. On this occasion a large number of questions of general social policy and kindred matters were raised, as well as problems of interest to the Organisation as a whole. The speakers, in a particularly striking manner, gave first place to general international interests, leaving various national problems in the background. Here, again, was an expression of unwavering determination to attain to real universality and to improve working conditions throughout the world.

It was in the course of this discussion that the British Government representative announced his Government's intention of taking the necessary steps to ensure the earliest possible ratification of the Washington Convention on hours of work. In his speech in reply to the delegates who had spoken on his Report, the Director emphasised the outstanding importance of this declaration, which makes it possible to look forward more calmly and more confidently to the generalisation of the eight-hour day, the keystone of international social legislation.

The Thirteenth Session of the International Labour Conference.

The Thirteenth Session of the International Labour Conference, which was held at Geneva from 10 to 26 October under the presidency of Mr. Edward Aumos Perez, Spanish Minister of Labour and Social Welfare, was devoted exclusively to maritime labour questions. Two such Sessions had already been held—at Genoa in 1920 and at Geneva in 1926. The Session under consideration was thus the third of the maritime series. After encountering serious difficulties at the outset owing to objections raised by the employers' group to its composition, the Conference achieved particularly encouraging results, so much so that at the closing sitting the spokesman of the workers' group could say that for the first time, perhaps, since seamen had been called upon to take part in the work of the Organisation, whether in the Conference or the Joint Maritime Commission, they could return to their ports with some satisfaction and large hopes.

There were four questions on the agenda: I, regulation of hours of work on board ship; II, protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.*, (*a*) the individual liability of the shipowner towards sick or injured seamen, (*b*) sickness insurance for seamen; III, promotion of seamen's welfare in ports; IV, establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

The Conference had not to take a final decision on any of these questions: it had only to hold a first discussion with a view to drawing up, no longer questionnaires (in this respect it was following for the first time the amended procedure laid down by the Twelfth Session), but conclusions fixing the points on which the Governments were to be consulted. It is the International Labour Office that draws up, in accordance with these conclusions, the Questionnaire to be addressed to Governments for the purpose of obtaining their views; and subsequently, on the basis of the replies received, prepares for the second discussion either Draft Conventions or Draft Recommendations upon which the Conference then has to take a definite decision.

Thus in the case of the four questions before the Thirteenth Session, the Conference could only accomplish the first stage; but, however limited it may be, the significance of its decisions is still considerable. The draft conclusions submitted by the four Committees concerned were adopted in plenary sittings without appreciable amendments, and the four questions were placed on the agenda of the next Maritime Session with a view to a second discussion.

By 71 votes to 20 the Conference adopted the conclusions of the report of its Committee on hours of work on board ship; and by 76 votes to 17 decided to place the question of the regulation of hours of work on board ship on the agenda of the next Maritime Session.

The two reports on the protection of seamen in case of sickness or injury were both adopted: one, on the individual liability of the shipowner, by 65 votes to 16; the other, on sickness insurance for seamen, by 68 votes to 14. The inclusion of the whole question in the agenda of the next Maritime Session was carried by 72 votes to 17.

The question of the promotion of seamen's welfare in ports was likewise placed on the agenda by 89 votes to 0, after the report of the competent Committee had been unanimously adopted by show of hands.

Finally the conclusions of the report of the Committee on the minimum requirement of professional capacity in the case of mercantile marine officers were adopted by 65 votes to 0; and the inclusion of the question in the agenda of the next Maritime Session was carried by 73 votes to 2.

The Conference also adopted several Resolutions, and a discussion of that part of the Director's Report to the Twelfth Session which concerned maritime questions furnished an occasion for focussing attention on the work accomplished by the Organisation in favour of seamen.

The Sessions of the Governing Body.

The Governing Body of the International Labour Office as usual held four Sessions; the first two consecutively in March, and the remaining two in May–June and in October. The work of the Governing Body during these four Sessions, all of which were held at Geneva, covered every aspect of the activities of the Organisation.

The first Session was marked by an important discussion, in which the Ministers of Labour of France, Germany and Great Britain took part, on the eight-hour day in industry. At the conclusion of this discussion the Governing Body decided not to give effect to the proposal of the British Government for the revision of the Washington Convention of 1919 on hours of work. It will be remembered that three months later, in the course of the general Session of the Conference, the representative of the new British Government announced his Government's intention of taking the necessary steps to ensure the earliest possible ratification of this Convention.

Among the other important decisions taken by the Governing Body during the year, mention should be made of the following: the appointment of the members of the Committee on automatic couplings; the organisation of a Conference on silicosis at Johannesburg in 1930 in collaboration with the Transvaal Chamber of Mines; the convocation in 1931 of a Conference on industrial accident statistics; the acceptance of Mr. Filene's offer of $25,000 for the extension of the investigations carried out by the Office into real wages in a certain number of towns; and, above all, the convocation of a Preparatory Technical Conference on conditions of labour in the coal-mining industry.

It was in consequence of a Resolution adopted by the Assembly of the League of Nations that the Governing Body decided to convene this Conference at Geneva on 6 January, 1930. The Conference will be composed of representatives of the Governments, employers and workers of the chief European coal-producing countries, its purpose being to inform the Governing Body of the International Labour Office which of the questions relating to working conditions in coal-mines could, in its opinion, most usefully be included in the agenda of the 1930 Session of the International Labour Conference with a view to the conclusion of a practical international agreement. In the light of the conclusions of this Preparatory Technical Conference, the Governing Body will examine the measures which it may be desirable to take.

The Governing Body has fixed for 9 June, 1930, the opening of the Fourteenth Session of the International Labour Conference, the agenda of which will be composed of the second discussion of the questions of forced labour and hours of work of salaried employees, and possibly a question or questions relating to working conditions in coal-mines.

Committee Meetings.

Several Committees met during 1929: namely, the Committee of Experts on Article 408, from 21 to 23 March at Geneva; the Joint Maritime Commission, from 18 to 20 April at Paris; the Committee on conditions of labour in the coal-mining industry, on 22 May at Geneva; the Committee on social charges, on 24 and 25 May at Geneva; the Safety Sub-Committee of the Correspondence Committee on industrial hygiene, on 30 September and 1 October at Berlin; the Advisory Committee on professional workers, on 6 and 7 December at Geneva.

The new Committee on conditions of work in the textile industry held its first two sessions in 1929 at Geneva, viz., on 24 and 25 June, and on 9 and 10 December.

The Technical Work of the International Labour Office.

It is hardly necessary to say that the preparation of these committee meetings and the Sessions of the Governing Body and the Conference entailed considerable research and compilation of material. The special activities of each of these different bodies in the course of the year has necessarily been paralleled by technical activities on the part of the International Labour Office.

The reports presented to the two Sessions of the Conference on the prevention of industrial accidents, the protection against accidents of workers employed in loading or unloading ships, forced labour, hours of work of salaried employees, unemployment, the regulation of hours of work on board ship, the protection of seamen in case of sickness including the treatment of seamen injured on board ship, the promotion of seamen's welfare in ports, and the establishment of a minimum requirement of professional capacity in the case of mercantile marine officers—these reports alone represent a considerable task of compilation.

The reports on hours of work of salaried employees and forced labour mark a characteristic expansion of the technical activities of the Office.

Moreover, if the Governing Body has been able to give effect so promptly to the Resolution on the coal problem adopted in September, 1929, by the Assembly of the League of Nations, and if it has been possible to convene a Preparatory Technical Conference of the principal European coal-producing countries on 6 January, 1930, the reason is that the International Labour Office, by constantly improving its methods in carrying out its inquiries on hours of work and wages in European coal-mines, had assembled abundant and reliable material.

With a view to the consideration of questions suitable to be included by the Governing Body in the agenda of the 1931 Session of the International Labour Conference, the Office has prepared reports on the maximum weight of loads to be carried, the age of admission of children to commercial employment, paid holidays, and the organisation of shifts in mechanical glassworks.

It has continued its investigations into the cost of insurance systems and relief in various industrial countries.

It has extended the periodical compilation and publication of comparable data on wages and the cost of living, by increasing both the number of industries and the number of towns covered by the inquiry. Hence, when the Ford Motor Company was in need of information of this kind it was to the Office that it turned for scientifically compiled figures. The sum placed at the disposal of the International Labour Office by Mr. Filene will make it possible to extend researches still further in this field.

The preliminary researches carried out by the Office in view of the first two sessions of the Textile Committee enabled the Committee to draw up a scheme for an inquiry on conditions of work in the textile industry. This scheme will be laid before the Governing Body at its next Session.

In 1929 appeared the fourth volume of *Freedom of Association*, a fifth and last volume of which will shortly be issued. Extending its researches in the field of labour law, the Office has undertaken new inquiries on conciliation and arbitration, which, at a later stage, will lead to the investigation of the general principles of collective agreements.

This year also saw the publication of Volume III of *Migration Laws and Treaties* and a report entitled *Migration Movements 1925–1927*. To the work entailed by these volumes must be added that of preparing for the Conference on Migration Statistics.

As regards labour legislation, additions have been made to the *Legislative Series*, the publication of which in three languages (English, French and

German) dates from the Organisation's earliest days; and the *International Survey of Legal Decisions on Labour Law*, which was begun three years ago, and gives an account of the most typical labour cases before the courts in various countries. The Office has also published in the course of the present year the second volume of its report *Social Legislation in Latin America*.

In conjunction with the Scientific Management Institute, the Office has energetically continued its inquiries into rationalisation in relation to working conditions. It was able to present to the Congress of the Scientific Management Organisation a whole series of provisional reports on rationalisation and unemployment, rationalisation and wages, rationalisation and health, rationalisation and accident prevention, rationalisation and agricultural work.

In the sphere of industrial hygiene, the Office has proceeded with the publication of the important *Encyclopædia of Industrial Hygiene*, which will be completed in 1930. It will be remembered that the aim of this considerable undertaking is not to publish original discoveries by the International Labour Office, but to synthesise, as it were, in a comparable manner, information accumulated in the various countries on hygienic conditions and pathological factors in different industries.

The *Industrial Safety Survey*, concerned with problems of accident prevention, is compiled on similar lines, an article in a recent issue on the safety of motor transport drivers may be mentioned by way of example.

In this same sphere of industrial safety the Office published in 1929 a report entitled *Hydro-Extractors: Their Safe Construction and Equipment;* and is now investigating, in conjunction with the International Institute of Educational Cinematography at Rome, the question of accident prevention films.

With regard to agriculture it may be recalled that the Office took part in the work of the Joint Agricultural Committee which met at Rome in November. Early this month a report by the Office *Vocational Guidance in Agriculture* will be published. Other reports are being compiled on two particularly important problems, namely, the effect on agricultural work of agrarian reforms in Eastern and Central Europe, and the effect of the rural exodus.

The Office has compiled a new edition, now in the press, of the *International Directory of Co-operative Organisations*. It is continuing its investigations into the problem of the handicraftsman.

With regard to matters of concern to professional workers, mention may be made of the numerous reports concerning: the termination of employment of journalists on the ground of conscience, a subject which has been expanded so as to cover the whole question of journalists' contracts of employment; the radius clause in contracts of employment; the salaried inventor; the finding of employment for theatrical artistes; the working conditions of musicians with special reference to the situation created by the introduction of mechanical music; and working conditions in cinematograph studios. The whole constitutes a vast inquiry on unemployment among professional workers.

Naturally the Office, in 1929 as in previous years, has not ceased to amplify its sources of information. Its Documents Service now receives 3,500 newspapers and periodicals, of which 1,000 are regularly read and marked. Between 1 January and 1 December, 1929, the Library added more than 33,000 new books to its collection, as against 10,200 in 1923, 13,000 in 1924, 14,000 in 1925, 20,000 in 1926, 24,000 in 1927 and 29,000 in 1928. The annual increment is thus constantly increasing. At the present time the Library comprises 280,000 volumes.

ADVISORY COMMITTEE ON INTELLECTUAL WORKERS.

The Second Session of the Advisory Committee on Intellectual Workers was held at Geneva on 6 and 7 December, under the chairmanship of Mr. G. de Michelis (Italy).

The Committee began its work by examining the question of the termination of service for reasons of conscience in journalism. Considering that the conscience clause, the interest of which it recognises and the principle of which it approves, cannot be fully effective unless reinforced by more general provisions, which should be the basis of all journalists' collective contracts, and especially provisions relating to indemnities for termination of the contract, reciprocal obligations, and the reference of disputes to the arbitration of bodies representative of both parties; the Committee proposed, subject to the approval of the Governing Body of the International Labour Office, to place on the agenda of its next Session the question of the basic provisions of a collective contract of employment for journalists.

Further, the Committee decided to set up a Sub-Committee to study the question and formulate definite proposals, with the assistance, if necessary, of editors and journalists.

On the important question of unemployment among intellectual workers, the International Labour Office submitted to the Advisory Committee a whole series of notes referring respectively to musicians, theatrical artistes, journalists, teachers, engineers and chemists, architects, doctors, dentists, pharmacists and nurses.

The choice of these professions was not an arbitrary one. They are those on which sufficient information could be collected.

In addition to these occupational notes, the Office submitted a special note on the peculiar features of unemployment among intellectual workers in certain Asiatic countries: India, China and Japan.

After studying the notes presented by the Office, the Committee requested that a fresh report be submitted on the recruiting of intellectual workers, their vocational guidance and the task of finding employment for them in their own countries and abroad, as well as the measures taken for relief and re-education.

To this end the International Labour Office is requested, in collaboration with the Institute for Intellectual Co-operation, to draw the attention of Governments to the necessity for compiling statistics of intellectual workers.

Among the problems raised by the development of mechanical music, both in the case of musicians and of operatic or dramatic artistes, that of the rights of the performer in connection with broadcasting, has particularly attracted the attention of various professional organisations. Several international bodies have addressed urgent appeals to the International Labour Office requesting it to undertake the task of safeguarding the interests of the workers whom they represent. In consequence of these appeals, the International Labour Office, in collaboration with the International Offices for Artistic, Scientific and Literary Copyrights in Berne, and the International Legal Committee on Wireless, has prepared a preliminary report.

The Committee, having noted this report, took cognisance of the claims advanced by performers concerning their rights in this connection. The Committee considered that these problems of performers could be solved only on an international basis, having due respect for the rights already granted to authors, and that they required the preparation of a fresh code of regulations; it therefore requested the Governing Body to invite the International Labour Office to carry out a detailed study with the necessary collaboration, particularly of the International Committee for Intellectual Co-operation and the International Institute for the Unification of Private Law.

The result of this inquiry will be submitted as a report to the Governing Body after having been considered by the Advisory Committee at its next session, when that Committee will draft the final text, after hearing expert opinion, if the officers of the Committee consider it desirable.

With regard to finding employment for theatrical artistes, the Advisory Committee was unable to reach a unanimous decision.

The representatives of the organisations of intellectual workers requested the Committee to suggest to the Governing Body of the International Labour Office: (1) to remind those States which have ratified the Washington Convention concerning unemployment that they have thereby undertaken to set up a system of free public employment exchanges, and that this Convention, the terms of which are quite general, applies to artistes as to other occupations; (2) to remind the States Members that another decision of the International Labour Conference, also adopted at Washington, recommends that measures should be taken to prohibit the creation of employment exchanges for purposes of gain and to supervise, and if possible suppress, those which already exist; (3) to communicate the reports of the Office to Governments.

The representatives of employers' organisations, considering that the Committee was not sufficiently well informed as to the employers' point of view, requested that the International Labour Office should continue to consult impresarios and the heads of employment exchanges.

The Advisory Committee, having taken cognisance of the preliminary report of the International Labour Office on conditions of work in cinema studios, decided, subject to the approval of the Governing Body, to maintain this question on its agenda and requested the Office to continue its researches on this subject in close co-operation with the vocational organisations of employers and artistes, and with the assistance of competent experts.

The first questions to be considered are hours of work, health and safety and the employment of children.

The Committee, having noted the fresh report submitted by the International Labour Office on the subject of the protection of salaried inventors, called upon Mr. Gariel as expert, in his capacity as deputy director of the United International Offices for Artistic, Scientific and Literary Copyrights in Berne. The Committee was of the opinion that the question of inventions by wage earners should be regulated in the greatest possible number of countries on the basis of the following principles:

1. Every patent must mention the name of the author or authors of the invention if they can be determined. No agreement to the contrary can deprive them of this right.

2. When an invention is made by a wage earner, either in a private or in a State undertaking, and legislation recognises the employer as being entitled to the patent, and when it does not appear that the wage earner has received adequate remuneration either in his wage or in any other manner, the employer shall be bound to grant him supplementary remuneration in proportion to the value of the invention and the circumstances in which it was carried out. Any agreement to the contrary shall be considered null and void.

The case of an invention made by a wage earner who is specially engaged in a service devoted to research and inventions shall be reserved for special treatment.

The Advisory Committee on Intellectual Workers therefore requests the Governing Body of the International Labour Office to draw the attention of Governments and occupational organisations to the desirability of adopting these principles for the protection of salaried inventors in legislation and in collective agreements.

It also invites the Governing Body to request the British Patents Office and the International Office for Industrial Patents in Berne to give their most careful attention to the possibility of including on the agenda of the London Conference (1933) for the revision of the International Convention for the Protection of Industrial Patents of Paris–Washington–The Hague, a new draft Article 4*c* adopting the same principles.

The next Session of the Advisory Committee has been fixed for 28 April, 1930.

COMMITTEE ON CONDITIONS OF WORK IN THE TEXTILE INDUSTRY.

The Committee on Conditions of Work in the Textile Industry held its second session in Geneva on 9 and 10 December, under the chairmanship of Mr. Hilton, British Government representative. It examined the proposals made by the International Labour Office concerning the inquiry to be undertaken into conditions of work in the textile industries in different countries.

The countries in which the inquiry will be carried out are the following:

European countries: Austria, Belgium, Czechoslovakia, Estonia, France, Great Britain, Germany, Hungary, Italy, Netherlands, Poland, Rumania, Spain, Switzerland and Yugoslavia.

Non-European countries: Brazil, Canada, China, India, Japan, Mexico and the United States.

The main lines of the programme adopted may be summed up as follows:

The Office study will deal in the first place with the cotton and wool industries and later with the artificial silk industry. It will be limited to undertakings working with mechanical means.

In order to collect the necessary data the International Labour Office will send a Questionnaire to Governments—the only means of obtaining comparable information.

This Questionnaire will fall into two parts: the first will refer to statistics of wages and hours of work (principal questions); the second (supplementary questions) will refer to methods of regulating hours and of paying wages, family allowances, social insurance contributions, the number of workers and the size of the undertakings.

In order to obtain statistics of the wages and hours of the chief categories of workers, forms will be drawn up containing the representative occupations in the cotton and wool industries, classified under the following main heads: (1) preparation; (2) spinning; (3) weaving; (4) bleaching, dyeing, printing and finishing; (5) other operations.

The Governments will be asked to give separate information for men and women workers, particularly with regard to wages and hours. This distinction seemed necessary in view of the large number of women employed in the textile industries and in view of the importance which the International Labour Conference, in its Resolution of June, 1928, attached to the conditions of work of women. As this Resolution also stressed the conditions of work of children in the textile industry a classification by age will also be asked for; workers under fourteen years of age; from fourteen to eighteen years; from eighteen to twenty-one years and twenty-one years and over. A final distinction will be made between time-workers and piece-workers.

It is left to the Governing Body, which it will be remembered is meeting on 3 February, 1930, to approve this programme and decide on the Questionnaire which is being sent to the Governments.

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Monthly Summary of the
International Labour Organisation

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1930. No. 1A JANUARY

NOTE : "The Monthly Summary of the International Labour Organisation, 1930, No. 1, containing a summary of the activities of the Organisation during 1929, is to be regarded as a special issue, relating to the year 1929. The present issue is also dated January 1930, but is numbered 1a, to secure identity of numbering hereafter with the Monthly Summary of the League of Nations."

This Summary *is published on the responsibility of the International Labour Office to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 January, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 384 (including 9 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 21.

Between 31 December, 1929, and 31 January, 1930, the International Labour Office was not notified of any new ratification.

FORTY-SEVENTH SESSION OF THE GOVERNING BODY.

The Forty-seventh Session of the Governing Body of the International Labour Office will open in Geneva on 4 February, 1930.

The principal item on the agenda will be the examination of the results of the Preparatory Technical Conference on the Coal Mining Industry, which has been convened to meet in Geneva on 6 January, 1930, in accordance with the decision taken by the Governing Body at its last Session. On the basis of the results of this Conference, the Governing Body will be called on to decide what questions, if any, relating to hours of work, wages and working conditions in coal mines, are to be included in the agenda of the International Labour Conference in 1930, with a view to arriving at an International Convention or Conventions.

The agenda will also include the examination of the decisions of the Advisory Committee on Professional Workers and the Committee on Conditions of Work in the Textile Industry.

Other items on the agenda are :

Agenda of the 1931 Session of the Conference ;
Setting up of a Committee on Handicraftsmen (Report of the Sub-Committee) ;
Setting up of the Advisory Committee on Salaried Employees (Report of the Sub-Committee) ;
Report on the working of various Conventions adopted by the Conference ;
Proposals concrening the reports to be furnished by Governments under Article 408 ;
Record of the Meeting of the Safety Sub-Committee ;
Record of the Meeting of the Mixed Committee on Inland Navigation ;
Effect to be given to the Resolutions adopted by the Conference at its Twelfth Session ;
Effect to be given to the Resolutions adopted by the Conference at its Thirteenth Session ;
Record of the Meeting of the Mixed Advisory Agricultural Committee ;
The Director's Report.

PREPARATORY TECHNICAL CONFERENCE ON CONDITIONS OF WORK IN COAL MINES.

The Preparatory Technical Conference on Conditions of Work in Coal Mines was held in Geneva from 6 to 18 January, 1929. The Chairman was Mr. W. R. Smith, M.P., Parliamentary Secretary to the Board of Trade, delegate of the British Government.

It may be recalled that this Conference was convoked by the Governing Body of the International Labour Office following on a Resolution which had been adopted last September by the Assembly of the League of Nations. The nine principal coal-producing countries of Europe—namely, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands, Poland and Spain—each sent full delegations consisting of Governmental delegates, delegates representing the coal owners, and delegates representing the miners.

This Conference for the first time gave the representatives of the Governments, the employers, and the workers an opportunity to make a mutual search for remedies in connection with the chronic crisis in the coal industry. This fact alone lent a very real interest to the proceedings.

The Conference, however, had a definite task, and this task has been accomplished.

The Conference was given the task of examining the various questions concerning hours of work, wages, and the general conditions of work in coal mines, in order to be able to indicate to the Governing Body of the International Labour Office those questions which it would be most useful to place on the agenda of the general International Labour Conference of 1930, with a view to obtaining an international agreement of practical value.

After a detailed discussion the Preparatory Technical Conference decided to suggest to the Governing Body that the question of hours of work in coal mines should be placed on the agenda of the 1930 International Labour Conference, seeing that this question appeared to be ripe for international regulation. With regard to the other problems which had been put up for examination, such as wages and general conditions of work in mines, the Preparatory Technical Conference adopted resolutions suggesting either the placing of these questions on the agenda of later International Labour Conferences or in some cases that the studies of the International Labour Office in this connection should be carried on and developed.

HOURS OF WORK IN COAL MINES.

The Preparatory Technical Conference did not confine itself only to indicating that the question of hours of work in coal mines should be placed on the agenda of the next International Labour Conference, but it also endeavoured to arrive at some essential principles which might serve as a basis for the proposed international agreement.

In its study of this question, the Conference took as a basis the Draft Convention which, as a helpful suggestion and in order to facilitate the discussion, the International Labour Office had prepared. On a certain number of points, either unanimously or by a majority vote, the Conference was able to adopt certain texts taken from this draft. The chief points on which agreement was obtained were as follows :

For the purpose of the Convention the term "coal mines" signified mines in which solid mineral fuels are extracted alone, or along with other minerals. However, it was decided that the question of application of the terms of the Convention to lignite mines should remain in suspense until the reception of further information which the International Labour Office would collect on this point.

It was also decided that the proposed regulation should be applied to all persons engaged in underground work in coal mines, and that persons employed underground by enterprisers, other than those actually responsible for the exploitation of the coal mine, should also be included. The only exceptions allowed as regards the proposed limitation of hours of work were to be those occupying a supervisory post or one of management and who normally were not engaged in manual work of any sort.

A definition covering the presence of a worker in the mine was adopted, reading as follows : "The term 'time spent in the mine' shall signify the period between the moment when a worker enters the cage to descend and the moment when he leaves it on the completion of the ascent. If access to the mine is by an adit, the term 'time spent in the mine' shall signify the period between the moment when the worker arrives at the entrance of the adit and that when he returns to the same point."

It is scarcely necessary to point out that the adoption internationally of this definition of presence in the mine constitutes a very considerable progress as regards the possibilities of application of a serious regulation of hours of work.

The PreparatoryTechnical Conference fixed certain rules for the application of this principle to the practical conditions of the organisation of labour in the mines.

The texts adopted provide, furthermore, that in the annual report furnished by the States Members to the International Labour Office in virtue of Article 408 of the Treaty of Peace, there shall figure all the necessary indications for showing the manner in which the limitation fixed by the Convention regarding hours of work in mines is carried out. The reports of the States Members containing this information are to be examined every year by a committee composed of a governmental representative, of an employers' representative, and of a workers' representative. These representatives are to be from the countries which have ratified the Convention. The reports in question are to be transmitted to the Governing Body of the International Labour Office and to the International Labour Conference.

As a result of the existing situation, and more particularly of the fact that new national laws are in course of preparation in the principal producing countries, the Preparatory Technical Conference found itself unable to propose a definite figure regarding the number of hours to which a day's work in the mine should be limited. The Conference was, however, of the opinion that it should be possible in the forthcoming months to arrive at that substantial agreement which was desired by the Assembly of the League of Nations at its last session. For this reason the Conference proposed to place the question of hours of work on the 1930 agenda of the International Labour Conference.

WAGES.

The resolution adopted as regards wages in coal mines asks that the International Labour Office shall pursue a study of this question with a view to the preparation of a report to be submitted to the International Labour Conference in 1930 or in 1931. In this report a scientific study will be made of the possibilities envisaged for arriving at a certain uniformity in wage systems in mines in the various countries by the adoption of an international system for the regulation of minimum wages and by the establishment of a Draft Convention or of a Recommendation on the method of fixing of minimum salaries in each country. The Preparatory Technical Conference also recommends that the Governments should furnish the International Labour Office with all the data in their possession or which they may be able to obtain in this connection in order that the Office may dispose of as complete information as possible regarding the situation in the various countries.

General Conditions of Work in Coal Mines.

The Resolution adopted by the Preparatory Technical Conference with regard to the general conditions of work in coal mines deals successively with questions of holidays with pay, family allowances, the employment of women, the minimum age of admission to employment in coal mines, social insurance, and the prevention of accidents. The Resolution notes that in the majority of industrial countries a considerable number of wage-earners at present are entitled to an annual paid holiday. This is particularly the case in several of the larger coal-producing countries of Europe, such, for instance, as Germany, the Netherlands, Poland and Czechoslovakia. Considering that the question of holidays with pay, while not bound up with that of daily or weekly hours of work, appears to be its natural complement, and that an international standardisation of hours of work might well be supplemented by an early standardisation of the right to annual holidays, the Preparatory Technical Conference asks the Governing Body to do all in its power to arrange that this question shall figure on the agenda of an early session of the International Labour Conference.

The Resolution also stated that the question of the employment of women underground in coal mines should also be placed on the agenda of an early Session of the International Labour Conference. At the present moment in all European legislation women are excluded from this class of work, and it would therefore be desirable to extend this exclusion to all countries.

Similarly the Resolution of the Preparatory Technical Conference noted the general tendency in labour legislation to raise the minimum age for the admission of male young persons to underground employment in mines, and proposed that this question also should be dealt with shortly by the International Labour Conference, in order that a Draft Convention might be established.

As regards the question of socia linsurance, the Preparatory Technical Conference expressed the considered opinion that an international system of regulations would lead to increased protection for the insured persons, and at the same time to considerably less inequality in the social charges. It insisted on the necessity for hastening the application and ratification of the Conventions adopted at previous International Labour Conferences concerning compensation for industrial accidents and compulsory sickness insurance in the case of miners. It requested that in view of the particularly serious risk of invalidity among mine-workers, the institution of international regulations on invalidity insurance is of special importance and urgency for miners. The Conference therefore requested the Governing Body to place the question of invalidity, old age, and survivors' insurance on the agenda of one of the earliest Sessions of the International Labour Conference, and to decide whether it is not desirable either to draft special international regulations for mine-workers or to insert in a general system of regulations special provisions concerning mine-workers.

As regards the question of maintenance of the right to a pension in the case of workers passing from one country to another, the Preparatory Technical Conference requested that this question should also be placed on the agenda of the earliest possible Session of the International Labour Conference.

In regard to the problem of unemployment, the Preparatory Technical Conference recalled the gravity of the chronic crisis from which, during the last few years, coal-miners have been suffering in the different countries. It considered that this state of affairs is partially due to the lack of international organisation in the coal industry, and expressed the wish that the Economic and Finance Organisation of the League of Nations should actively continue its work in order that an international agreement concerning the production of coal might be arrived at. It also requested the International Labour Organisation to continue its efforts for the universal extension of unemployment insurance institutions and for the development of instituions for placing workers in the national and international labour markets.

In the domain of hygiene and the health of mine-workers, and in that of accident prevention in mines, the Conference asked that the International Labour Office should continue the studies and activities on which it had already embarked.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 28 February, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 384 (including 9 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

Between 31 January and 28 February, 1930, the International Labour Office was not notified of any new ratification.

FORTY-SEVENTH SESSION OF THE GOVERNING BODY.

The Forty-seventh Session of the Governing Body of the International Labour Office was held in Geneva from 4 to 8 February, 1930, under the chairmanship of Mr. Arthur Fontaine, French Government representative.

At the beginning of the Session, Count de Altea, Spanish representative, read a telegram from Mr. Sangro y Ros de Olano, the Spanish Minister of Labour, in which the Minister assured the Governing Body of the International Labour Office and the Director of his devotion to the work of the Organisation.

The Chairman thanked Count de Altea and Mr Sangro y Ros de Olano, his former colleague at Sessions of the International Labour Conference.

Conditions of Work in the Coal Industry.

The Governing Body then began the examination of the report of the Preparatory Technical Conference on Conditions of work in Coal Mines, which had been held at Geneva from 6 to 18 January.

Mr. Albert Thomas, Director of the International Labour Office, recalled the conditions in which this Preparatory Technical Conference had been called by the Governing Body following on a resolution of the last Assembly of the League of Nations. That Conference had examined various questions relating to hours of work, wages and general labour conditions in coal mines with a view to indicating to the Governing Body which of those questions could most usefully be placed on the agenda of the 1930 Session of the International Labour Conference with a view to reaching practical international agreement. With regard to general conditions of labour in coal mines, the Preparatory Technical Conference had adopted a resolution suggesting that certain points might be placed on the agenda of later Sessions of the International Labour Conference and asking that for the time being the studies of the Office in this connection should be continued. With regard to wages, the Preparatory Technical Conference also noted the necessity of continuing the studies begun by the Office. It had further suggested that the question of wages might be brought before the International Labour Conference in 1930 or 1931 and that this might be accomplished, not by placing this question on the agenda with a view to obtaining a definite decision, but in the form of a report, as had been done at a previous Session in connection with the problem of unemployment.

As regards the question of the length of hours of work in coal mines, the Preparatory Technical Conference had considered that an international agreement could be sought at the present time, and had suggested that the Governing Body should place this question on the agenda of the next Session of the International Labour Conference, which will begin on 10 June next. It was for the Governing Body to decide whether or no this question should be placed on the agenda of this Conference.

The Governing Body finally decided to place the question of hours of work in the coal-mining industry on the agenda of the 1930 Conference, and adopted the following resolution on the subject by 15 votes to 5:—

> The Governing decides to place upon the agenda of the 1930 International Labour Conference the question of the hours of work in coal mines ;
>
> And invites the Conference, in framing the Convention, to take into special consideration not only the resolutions adopted by the Preparatory

Technical Conference, but also the fact that the question has been raised entirely as a European one, and that the information necessary to enable its consideration to be extended to overseas coal mines has not been sought and will not be available to the Conference.

It further decided by 12 votes to 5 that a report on wages in coal mines should be submitted to the International Labour Conference in 1931, not with a view to the immediate adoption of a Draft Convention, but for a discussion similar to that which took place on the report on unemployment which was submitted to a previous Session of the Conference.

AGENDA OF THE INTERNATIONAL LABOUR CONFERENCE.

The Governing Body then dealt with the question of the programme of work for the International Labour Conference in 1930 and 1931.

It was decided that in 1930 there should be no Maritime Session of the Conference. This year there will be one general Session of the International Labour Conference, and this will open on 10 June. The agenda of this Session will include the question of hours of work in coal mines, the second discussion of the question of forced labour, and the second discussion of hours of work of salaried employees.

The second discussion of the maritime questions, the first discussion of which took place at the Maritime Session of October in last year, will take place in 1931 under conditions which the Governing Body will determine at its next Session in April. The International Labour Conference will have, in any case, to examine in 1931 the decennial reports on the application of the Conventions adopted at Washington and Genoa, which came into force in 1921. It will also have to consider the report on wages in the coal-mining industry. Furthermore, the Governing Body decided to place on the agenda of the 1931 Session the question of the age of admission of children to non-industrial occupations.

APPLICATION OF THE FREE CITY OF DANZIG.

The Governing Body adjourned for consideration at its next Session the application of the Free City of Danzig for membership of the International Labour Organisation.

ORGANISATION OF WORK IN GLASSWORKS.

The Governing Body then discussed the question of organising a system of work in glassworks which would assure a weekly rest period to the workers engaged in this branch of industry.

The Governing Body authorised the Office to collect information and to prepare a report on systems of providing rest, and among those, the organisation of work in four shifts in glassworks of the type known as "automatic", or in other glassworks in which production is necessarily carried on continuously over the week-end.

In addition to the usual consultation of experts, the Office was authorised, if necessary, when its studies should have reached a sufficiently advanced stage, to convene a small committee of specialists, whose names would be submitted to the Governing Body.

CRAFTSMEN.

It may be recalled that at its Session in October last it was proposed that the Governing Body should set up a special committee on craftsmen. Before taking a decision the Governing Body decided to refer this question to a sub-committee. The sub-committee duly met and submitted a report which the Governing Body examined at the Forty-seventh Session. In its report the sub-committee stated that it had been unable to reach unanimity on the necessity of setting up a permanent special committee on craftsmen at the present stage. It therefore proposed that the Governing Body should authorise it to continue its work, obtaining the assistance of experts, including representatives of the organisations concerned, in order to throw light upon the subject as a whole, and to lay down the most important points on which the Governing Body might base its final decision as regards the setting up of a committee. The Governing Body adopted the report of the sub-committee.

DECENNIAL REPORTS ON THE WORKING OF CERTAIN CONVENTIONS ADOPTED IN 1919.

The Governing Body decided to adjourn to its April Session the examination of the draft reports prepared by the International Labour Office on the application of certain of the Conventions which came into force in 1921. It will be remembered that these Conventions contain a clause stating that at least once in every ten years a report shall be made on their application. The terms of these reports will be fixed next April by the Governing Body, which will have to decide whether it will be necessary to consider for certain of these Conventions the initiation of the procedure of revision. In any case these decennial reports on the application of Conventions will be submitted to the 1931 Conference.

REPORTS SUBMITTED UNDER ARTICLE 408.

The Governing Body then settled a certain number of questions of procedure as regards the reports which, under Article 408 of the Treaty of Peace, the Governments have to furnish, and which deal with the measures taken by them for the application of Conventions which they have ratified.

CONDITIONS OF WORK IN THE TEXTILE INDUSTRY.

The Governing Body examined a report of the Committee on Conditions of Work in the Textile Industry. This Committee was set up to establish the programme of enquiry of the International Labour Office into conditions of work in the textile industry in various countries. It met on two occasions in June and December, 1929, and elaborated very complete proposals.

In accordance with these proposals the countries in which the enquiry will be made will be: Austria, Belgium, Brazil, Canada, China, Czechoslovakia, Estonia, France, Germany, Great Britain, Hungary, India, Italy, Japan, Mexico, the Netherlands, Poland, Rumania, Spain, Switzerland, United States, and Yugoslavia.

The study of the International Labour Office will deal, in the first place, with the cotton and wool industries, and later the artificial silk weaving industry will be covered. At the outset, the enquiry will be confined to factories using power-driven machinery. In order to collect the necessary data the International Labour Office will address a questionnaire to the Governments, this being the best means of obtaining comparable data. The questionnaire will consist of two parts. The first of these will deal with statistics of wages and hours of work. The second will deal with methods of regulation of hours of work, the regulation of wages, family allowances, social insurance contributions, and, finally, the number of workers and the size of the organisations covered by the questionnaire.

The report of the Textiles Committee was adopted by the Governing Body. The Governing Body then invited the Office to deal with the next stage of the procedure. This would be the sending to the Governments of the report and the questionnaire, together with a letter asking the Governments to make suggestions for improving the questionnaire. The Governments would be asked to estimate the approximate number of establishments existing in each branch of the textile industry and also the approximate number of establishments from which they hoped to receive the data on the basis of which they would furnish the International Labour Office with the information asked for in the report.

The Governments are also to be informed that the replies to this letter will be submitted to a further meeting of the Textiles Committee, so that a report may be made to the Governing Body, which will then decide if the arrangements agreed upon are sufficient to enable the Governments to be asked to proceed with the enquiry in their countries.

CONDITIONS OF WORK ON INTERNATIONAL WATERWAYS.

The Governing Body examined the report of the meeting last September of the Mixed Committee on Inland Navigation. This Committee, which is composed of representatives of the Governing Body and of the League of Nations International Committee on the Unification of River Law, had recorded its opinion that the time had come to ask the Governing Body to examine the possibility of international regulation of conditions of work on the principal European inland waterways.

It had, therefore, suggested that a committee of experts should be set up to indicate, on the basis of the information already available, what questions it appeared possible to deal with by such regulation and to what districts it should apply, or, should regulations be considered impossible, in the case of what questions there appeared likely to be divergence of legislation which an attempt should be made to remove. The Governing Body adopted these suggestions. The new Committee will be called the Committee of Experts on conditions of work on international waterways.

COMMITTEE ON ACCIDENT PREVENTION.

The Governing Body agreed to various measures regarding the reorganisation of the Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene. This Sub-Committee will be made into an independent committee and will be called the Correspondence Committee on Accident Prevention.

RESOLUTIONS OF THE CONFERENCE.

The Governing Body also examined the effect to be given to the resolutions adopted by the International Labour Conference at its Twelfth and Thirteenth Sessions. A discussion took place on the resolution which was submitted at the Maritime Session of the Conference in October by the Chinese Government Delegate concerning the necessity of assuring equitable treatment, in accordance with the social legislation of the various countries, to seamen employed on board foreign vessels sailing in territorial waters or on inland waterways of the country concerned.

The Governing Body authorised the Director of the International Labour Office to draw the attention of the Governments of all the States Members to the social aspect of this problem and to communicate to them the text of the resolution adopted by the Conference.

COMMITTEE ON SALARIED EMPLOYEES.

The Governing Body settled the composition of the Advisory Committee on Salaried Employees which it decided to set up at its Session held last June. This Committee will serve as a body for consultation by the salaried employees' professional groups on questions which are of particular interest to them. It will be the channel through which these groups will formulate their wishes to the Governing Body with a view to examination by it. It will consist of 12 members representing employees, 3 members of the Governing Body and 2 members representing employers.

In regard to questions which may be of common interest to the Advisory Committee on Professional Workers and the Advisory Committee on Salaried Employees, the Governing Body will decide to which of the two Committees such questions shall be referred and whether joint meetings shall be held.

TELEPHONIC INTERPRETATION AT THE CONFERENCE.

The Governing Body adopted the report of its Standing Orders Committee on the procedure for dealing with resolutions submitted to the International Labour Conference and the composition of committees of the Conference. The Standing Orders Committee had not time to consider the question of the use of non-official languages in the committee of the Conference. It examined, however, the question of telephonic interpretation at the Conference and recommended the use of simultaneous telephonic interpretation during the debate on the Director's Report. It considered, on the other hand, that the general discussions on questions placed on the agenda of the Conference should be translated orally in the official languages in cases where texts are being considered.

THE DIRECTOR'S REPORT.

The Governing Body considered the Director's Report on the activities of the Office since its last Session.

Mr. Mahaim asked what was the present position in regard to ratification of the Washington Hours Convention.

Mr. Wolfe referred to the declaration made by him at the June Conference, when he announced the intention of the British Government to take the necessary steps to bring about the ratification of the Washington Convention on hours of work. Nothing that had occurred since in any way derogated from or altered that. The British Government had not left this matter untouched, but had worked actively on it. He had no immediate instructions, but could give an assurance that before the 1930 Conference took place active indications of British legislative effort in this matter would have been exhibited to the world.

Mr. Weigert said that consideration of the Bill for ratifying the Washington Hours Convention without reservations or conditions was proceeding normally in the German Parliament, and that it might be hoped that ratification would shortly result.

On behalf of the Workers' Group, Mr. Jouhaux declared that the workers in general, and the French workers in particular, attached considerable importance to ratification by Germany and Great Britain, which would bring the French ratification into operation. He was happy to think that the declarations of the German and British Government representatives tended to confirm the hopes of the workers throughout the world that the Hours Convention would at last acquire that universal value which ought to attach to it.

COMMITTEES.

The Governing Body reached certain decisions with regard to the composition and activities of various committees. It fixed the dates of the following meetings: Permanent Migration Committee, Paris, 2 May; Correspondence Committee on Industrial Hygiene, Geneva, 5 May; Committee of Experts on Native Labour, 12 May; Committee on Automatic Coupling, 2 June.

The Governing Body authorised the Director of the International Labour Office to convene a Conference of Housing Statisticians in the course of 1930, at such date as appeared to him most convenient.

INDUSTRIAL RELATIONS.

The Governing Body accepted the offer of Mr. Arthur Young, Director of Industrial Relations Counsellors, New York, to place at the disposal of the International Labour Office a sum of 12,000 dollars to enable it to extend its studies of industrial relations plans in the various countries.

The Governing Body adjourned until April the examination of the reports of the Mixed Advisory Agricultural Committee and of the Advisory Committee on Professional Workers.

THE NEXT SESSION OF THE GOVERNING BODY.

In response to an invitation from the French Government the Governing Body decided to hold its Forty-eighth Session in Paris, from 24 to 29 April, 1930. On that occasion it will celebrate the Tenth Anniversary of its first meeting.

SAFETY IN TRANSPORT.

The International Labour Office will shortly publish a report on tests of colour vision applied in different countries to transport drivers and navigators in various forms of transport: railways, navigation, aviation, motor transport.

The importance of this question grows day by day. It becomes more and more necessary, as the number and rapidity of the means of communication increase, to employ as pilots only persons possessing perfect eyesight enabling them to notice immediately unexpected obstacles and road signs. Road signs are, in the main, coloured sign-posts illuminated by natural light during the day and by artificial light at night. Drivers must, therefore, be able to distinguish without hesitation the various colours. But not everybody enjoys this capacity, known by the name of chromatic sense, to the same extent. In order to eliminate persons with defective chromatic sense, whose employment in driving vehicles would constitute a real danger, special examinations must be passed by candidates for transport services. Unfortunately these examinations are too often conducted on out-of-date or incomplete methods which allow unsuitable candidates to pass. This is principally due to the absence of a more or less uniform system in all countries. It often happens that various railway or steamship companies in a single country employ different criteria for the examination of their candidates.

These considerations particularly struck the Scandinavian Congress of Ophthalmology, which recommended the study of the international regulation of colour vision tests. The International Labour Office, the attention of which was drawn to this resolution in 1924 through the President of the Health Committee of the League of Nations, has studied the problem. An enquiry has been organised by it in the following countries: Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Italy, Japan, Norway, Netherlands, Poland, Sweden, Switzerland, and the United States. This enquiry enabled the Office to centralise information with regard to colour vision tests imposed and applied in various countries. The analysis of the information received was entrusted to an expert ophthalmologist, Professor Oscar Oblath, of Trieste, who prepared the report which will shortly be published.

This work, which gives information with regard to the most frequently used and most practical technical methods for testing the chromatic sense of candidates for transport service, constitutes a valuable contribution to the study of a question which interests in a high degree public administrations, transport undertakings and those who use them, in other words, practically everybody.

FORTHCOMING MEETINGS.

24 April.—Paris: Forty-eighth Session of the Governing Body of the International Labour Office.

2 May.—Paris: Migration Committee.

5 May.—Geneva: Meeting of Experts of the Correspondence Committee on Industrial Hygiene.

12 May.—Geneva: Committee of Experts on Native Labour.

2 June.—Geneva: Committee on Automatic Couplings.

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Monthly Summary of the International Labour Organisation

1930. No. 3 MARCH

This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 March, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 386 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 21.

During the month of March, 1930, *Germany* ratified the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Genoa, 1920), and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

THE NATIONAL CORRESPONDENCE OFFICES.

The Committee set up by the Governing Body of the International Labour Office to examine the question of the National Correspondence Offices met at Geneva on 13 March, under the chairmanship of M. Yoshisaka (Japan).

It will be remembered that at present the relations maintained by the Office with certain countries by means of its representatives are of two kinds. On the one hand, in countries of particular importance from the point of view of labour legislation, such as France, Germany, Great Britain, India, Italy, Japan and the United States, the Office has set up regular Correspondence Offices of a permanent character, either with the object of facilitating day-to-day relations with the public administrations or professional organisations of such States as are members of the International Labour Organisation, or in order to serve as information centres in States, such as the U.S.A., which, although not members of the Organisation, are highly developed industrially. In addition, the Office has appointed individual Correspondents in the capitals of certain other countries, namely, at Vienna, Brussels, Madrid, Budapest, Prague, Warsaw and Bucarest.

The Committee set up by the Governing Body examined the report presented by the Director on the activity of these Correspondence Offices and National Correspondents. It recognised the benefits which the Office had derived from these Offices and considered the possibility of the appointment of further Correspondents, as far as budgetary considerations permit.

A CORRESPONDENT'S OFFICE IN CHINA.

It will be remembered that last year Mr. Albert Thomas, on returning from his journey to the Far East, requested the Governing Body of the International Labour Office to set up a Correspondent's Office in China. It was decided that such an Office should be set up in the same way as had already been done in France, Germany, Great Britain, India, Italy, Japan and the United States. This Office will be opened shortly.

Mr. C. S. Chan, a Chinese official of the International Labour Office, has been appointed Director and left for his own country on 21 March. On his arrival he will arrange with the Chinese Government for organising the Correspondent's Office, which will very probably be situated in Nankin.

This new Correspondent's Office will help to bring the International Labour Office into closer touch with the Chinese Government, which has already requested on several occasions that such an Office should be created, and it will also establish contact with the workers' and employers' organisations in

China, thus leading to closer relationships between China and the International Labour Organisation. In addition it will be a centre for impartial information on conditions of work in this huge country, whose economic importance is growing daily, and about which the information so far available is fragmentary, spasmodic and sometimes incorrect.

VOCATIONAL EDUCATION IN AGRICULTURE.

The International Labour Office has just published a report on Vocational Education in Agriculture.

The International Labour Organisation has dealt with this problem for several years. At its Third Session, in 1921, the Conference adopted a Recommendation inviting the States Members to endeavour to develop technical agricultural education in their countries and requesting them to furnish to the Office periodical reports on the measures taken by them to this effect. In 1929 this Recommendation had been adopted by seventeen countries.

It was during the 1921 Conference that the decision was taken to set up the Mixed Advisory Agricultural Committee, which was instituted in collaboration with the International Institute of Agriculture in Rome, which agreed to furnish one-half of the members. In 1923 the Committee discussed a questionnaire drafted by the Office for the purpose of obtaining from Governments detailed information concerning the measures adopted by them to encourage vocational agricultural education. This questionnaire, in its final form, was forwarded by the Office to all the States Members of the Organisation. It was at the same time forwarded to the Governments of Russia and the United States by the International Institute at Rome. Replies were received from the following countries: Argentina, Australia, Austria, Belgium, British India, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, Haiti, Hungary, Irish Free State, Italy, Japan, Latvia, Netherlands, Norway, Poland, Roumania, South Africa, Spain, Sweden, Switzerland and Yugoslavia.

The replies to this questionnaire, completed by information obtained from various other sources, furnished the basis of the report which the Office has just published.

The first part of this report contains a description of vocational educational education, its organisation and character, its large divisions, and the methods and technique employed, followed by certain remarks on the results obtained and possible future development.

The second part consists of a series of monographs on the systems of vocational agricultural education existing in thirty-five different countries.

Among the main general points brought into prominence by the report of the International Labour Office are the benefits which have resulted from an international exchange of information and of experience in this field. In no department of public life has more consideration been given to the experience of other peoples, and the result is that the best features of modern vocational agricultural education have been largely copied from one country to another.

In studying the spread of vocational agricultural education in various countries, the International Labour Office has endeavoured to give an idea of the number of persons benefiting from such instruction. The calculations made, although naturally incomplete, show that while in a very few countries (Denmark, Norway) one out of every three or four persons (farmers, managers), on an average, entering agricultural industry is trained, in another (Prussia) one out of every five or six, in yet other countries (Finland, Switzerland) perhaps one out of every eight, in some countries, especially the newer countries (Estonia, Latvia), we come down to one out of every thirteen or fourteen persons occupied as chiefs of enterprises on agricultural holdings, while in France the proportion sinks to one out of every thirty-five or forty.

Indeed, the spread of vocational agricultural education has been so rapid in the last few years that, even in spite of the initial objections to such estimates which can be made, it may be argued that many of the figures given are very little representative of what will happen in the near future. But *at present* it is unfortunately only too clear that a mere fraction of the agricultural populations are trained in a knowledge of the occupation which they pursue.

The report of the International Labour Office also lays stress on the close connection which necessarily exists between vocational agricultural education and general education in rural districts:

"Great improvements have taken place during the last forty or fifty years in general education, and the principal cause has been beyond doubt the cumulative effect of imposing compulsory elementary education. But this compulsory formal whole-time education stops in all countries at a certain age, usually thirteen or fourteen. It is admitted that the age when a boy or girl thus ceases to receive a formal schooling bears little relation to its real capacity for being educated; on the contrary, the years fourteen to sixteen, seventeen or eighteen are perhaps the most receptive of intellectual impressions, the human mind not attaining an ordinary maturity until the near approach of manhood or womanhood. The decision which imposes this early cessation of instruction on the larger number of the inhabitants of modern States is therefore artificial. Intellectual starvation between the ages of fourteen and eighteen is one of the strangest disabilities which modern poverty still imposes on society. The decision is accepted because it is at present a practical necessity, but it does not hold for wealthier groups of the population. Prolongation by several years on behalf of all classes of some form of whole-time education (whatever the type of that education) would be the most striking addition which could well be made to the moral and intellectual well-being of nations in modern times. On this foundation vocational training could proceed with satisfaction, But present systems of vocational instruction. agricultural as well as industrial, are founded on the contrary assumption that general and whole-time schooling will end at about fourteen. Consequently, we must accept the fact that vocational training has necessarily to be superimposed on an *incompleted* general training of the human mind; this inevitably produces something rather lame.

"This difficulty is particularly important in regard to vocational training in agriculture, because country children always receive the minimum of the present-day allowance of general education."

THE INTERNATIONAL LABOUR DIRECTORY (CO-OPERATIVE ORGANISATIONS).

The International Labour Office has recently re-issued that part of the International Labour Directory dealing with co-operative organisations. It contains important information concerning the development of the Co-operative Movement throughout the world.

Mention is made of 728 international or national organisations working in 48 countries.* For 272 central organisations, other than those dealing with banking or insurance, it is found that the total sales for the year 1928 (sales to members and sales of members' produce) by the affiliated societies amounts to no less than 10,000 million dollars. For the same year the general movement of the funds of 33 co-operative banks exceeded 50,000 million dollars, and that of 90,000 credit co-operative societies grouped into 74 organisations exceeded 18,500 million dollars. These figures include those for the Russian co-operative societies.

With regard to membership, the fact that certain organisations sometimes consist, at least partially, of the same societies has led to a limitation of the list to 237 central organisations which are mentioned in the Directory. The tables concerning these 237 organisations working in 39 countries (not including the U.S.S.R.) show that their total membership at the end of 1928 exceeded 39,500,000 as compared with 35,500,000 in 1925, representing an increase of 11 per cent. At the same time the official Russian figures put the number of members of the co-operative organisations in the U.S.S.R. at the same date at 35 millions. On account of the limitation mentioned above, the total figure of 74,500,000 cannot be a true representation of the total number of co-operative members in the world, but it at least gives some idea of the growing importance of the co-operative movement.

THE TENTH ANNIVERSARY OF THE INTERNATIONAL LABOUR ORGANISATION.

Ten years ago the International Labour Organisation began to carry out the mission entrusted to it by the Peace Treaty. It was on 29 October, 1919, that the first International Labour Conference opened at Washington and elected the original Governing Body. In January, 1920, this Governing Body held a session in Paris, at which it constituted the International Labour Office and appointed Mr. Albert Thomas as Director. After being established for some time in London, and transferred temporarily to Genoa for the second session of the Conference in May, 1920, the Office was fixed at Geneva, the seat of the League of Nations, during the course of the same year.

The International Labour Office has recently celebrated its tenth birthday by publishing in English, French, German, Italian and Spanish, an Illustrated Album recalling the main features of the work of the Organisation during the first decade of its existence. Articles by Mr. Arthur Fontaine, Chairman of the Governing Body; Mr. Gino Olivetti, Employers' Vice-Chairman; Mr. E. L. Poulton, Workers' Vice-Chairman; Mr. Albert Thomas, Director of the International Labour Office; and Mr. H. B. Butler, Deputy Director, give a survey of the general aspects of the work accomplished. Diagrams are included to show the working of the Organisation in its different branches: Conference, Governing Body, Office, its Committees, its services, and its national correspondents' offices. Other diagrams show the growing number of representatives of the various States at the Sessions of the Conference, the progress of ratification of Conventions by countries and by subjects, the development of the Office publications, the library, etc.

This Album therefore gives in clear and concise form an outline of the work undertaken and the results obtained by the International Labour Office during its first ten years of existence.

THE QUESTION OF HOURS OF WORK OF SALARIED EMPLOYEES AT THE NEXT INTERNATIONAL LABOUR CONFERENCE.

The International Labour Office has sent to the Governments of the various States Members of the Organisation the report which it has prepared on the Hours of Work of Salaried Employees with a view to the discussion of the question at the next Session of the International Labour Conference, which opens at Geneva on 10 June.

It will be remembered that the Conference examined the question of the hours of work of salaried employees at a first discussion at its Session in June, 1929, and placed it on the Agenda of the 1930 Session. After this first discussion, according to the usual procedure, the Governments of the States Members were consulted by means of a Questionnaire; twenty-nine of those States sent their replies in time for their inclusion in the Office report, later replies will be contained in a supplementary report.

Of the twenty-nine Governments which have given their opinion, eighteen are definitely in favour of a Draft Convention for regulating internationally the hours of work of salaried employees. These countries are: Austria, Belgium, Bulgaria, Cuba, Denmark, Finland, France, Germany, Hungary, Italy, Lithuania, the Netherlands, Norway, Poland, Portugal, Spain, Uruguay and Yugoslavia. In some cases, however, there are certain reservations as to the scope of the Draft Convention.

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*The following information is given, as far as possible, for each organisation: its title (with translation in French, English and German), address, the date of foundation, officials, official publication, national and international affiliations, and number of members.

Two Governments, those of Luxemburgh and Switzerland, express a preference for a Recommendation, but do not object on principle to the idea of a Draft Convention.

Four Governments, those of Estonia, India, the Irish Free State and Roumania, are definitely in favour of a Recommendation.

Finally, in addition to the Government of Siam, which states that the question has no practical interest for it because the country is essentially agricultural and the number of salaried employees is not sufficient to justify the adoption of special measures, four other Governments which have replied to the Questionnaire, namely, Great Britain, Japan, South Africa and Sweden do not consider that there is any immediate necessity for setting up international regulations on this question which, in their opinion, is not yet ripe.

On the basis of these Government replies, the International Labour Office has prepared for submission to the next Conference the draft text of a Convention concerning commercial establishments and offices, and two Draft Recommendations, the one referring to hotels, restaurants, and similar establishments, and the other to theatres and places of public amusement.

For commercial establishments and offices the Draft Convention provides for the limitation of hours of work to forty-eight per week. The daily hours of work are in principle to be eight hours, but the forty-eight hours per week could be distributed differently over the different days of the week provided that the hours of work on one day do not exceed ten.

In the case of hotels, restaurants and similar establishments, as well as in the case of theatres and other places of public amusement, the Draft Recommendations provide that inquiries should be carried out into the existing conditions of hours of work. The results of these inquiries would be communicated to the International Labour Office within a period of four years with a view to the adoption at a later Session of the Conference of an international Draft Convention regulating the hours of work in these categories of undertakings.

FORTHCOMING MEETINGS.

3 April.—Geneva: Committee of Experts on Article 408.

24 April.—Paris: Forty-eighth Session of the Governing Body of the International Labour Office.

2 May.—Paris: Migration Committee.

5 May.—Geneva: Meeting of Experts of the Correspondence Committee on Industrial Hygiene.

12 May.—Geneva: Committee of Experts on Native Labour.

2 June.—Geneva: Committee on Automatic Couplings.

10 June.—Geneva: Fourteenth Session of the International Labour Conference.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 April, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 388 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

During the month of April, 1930, *Spain* ratified the Convention concerning the creation of minimum wage-fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928), and *Estonia* ratified the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE FORTY-EIGHTH SESSION OF THE GOVERNING BODY.

At the gracious invitation of the French Government, the Governing Body of the International Labour Office held its Forty-Eighth Session in Paris, at the "Conseil d'Etat," between 24 and 30 April, 1930.

At the opening of the first plenary sitting the Governing Body was welcomed on behalf of the French Government by Mr. Pierre Laval, Minister of Labour and Public Welfare, who was accompanied by Mr. Cathala, Under-Secretary of State. Mr. Laval recalled that it was in Paris that the Governing Body had held its First session in Europe, in January, 1920, and that it was in a room at the Ministry of Labour that an international Commission had drawn up, in 1919, Part XIII. of the Treaty of Peace, the Charter of the Organisation. The Minister then referred to the progress accomplished since those early days.

"You may well feel proud," he continued, "of the work which has been done. Fifty-five States are members of the Organisation, a number slightly superior to that of the membership of the League of Nations itself. The thirteen annual Conferences which have been held have drawn up a total of twenty-nine Draft Conventions and thirty-three Recommendations. The number of ratifications registered with the Secretariat of the League of Nations is 388. Doubtless this total could well be higher, and I can understand that some among you feel impatient with this result, in particular my distinguished friend Mr. Albert Thomas, Director of the International Labour Office. But we must remember that we are working here on an international plane, and that from many quarters complaints are heard of the slowness with which international legislative work is accomplished. And if we remember how difficult it is to reach agreement on national texts, we shall readily recognise the additional difficulties which arise when it is sought to harmonise national and international regulations. My own impulse is, therefore, to congratulate you on having obtained even this number of ratifications. For if we compare your achievements with those of other international organisations, your own position will surely appear most favourable. And apart from this the International Labour Office, through the abundance and accuracy of the information it supplies, through the readiness with which it renders every sort of assistance, through the activity which it manifests in every sphere, has won for itself a position of world-wide authority, which is constantly growing. It has fully carried out the mission entrusted to it by the Treaty of Peace, the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labour.' "

Mr. Laval then reaffirmed the loyalty of the French Government towards the International Labour Organisation, and added that he hoped to be able to announce two new ratifications by France before the next Conference.

Mr. Arthur Fontaine, Chairman of the Governing Body, thanked the French Government, and especially the Minister of Labour, for its invitation to the Governing Body to hold its Forty-Eighth Session in Paris, in order to celebrate the tenth anniversary of the Session held there in January, 1920, and the first ten years' working of the Organisation.

" It was in Paris, in January, 1920," said the Chairman, " that Mr. Albert Thomas was unanimously appointed Director—a choice which we then felt to be good, and which we now perceive to have been super-excellent. In these first ten years the results achieved by the International Labour Organisation, which are briefly set out in a very instructive illustrated album published at the end of 1929, have been in great measure due to Mr. Thomas' enthusiasm, to his rational methods, and to his intense activity. On this occasion we must also pay a tribute to our friend Mr. Butler, who after having, in co-operation with the Organising Committee, set on foot the Washington Conference of 1919, has remained with us as our faithful Deputy-Director to this day."

Mr. Fontaine also paid homage to the memory of the members of the Governing Body who had died since 1920 : Baron Mayor des Planches, Italian Government representative ; Messrs. Guerin and Finot, French Employers' delegates ; Mr. Marjoribanks, British employers' delegate ; Mr. Legien, German workers' delegate ; and Mr. Thorberg, Swedish workers' delegate, who died only a few days before the session. He then outlined the development of the Governing Body's task, and thanked the Government, employer, and worker members for the devotion with which they carried on their work, for the rational and conciliating spirit which they evinced, and for the keen desire for achievement which they had so often shown.

Mr. Olivetti, on behalf of the Employers' group, Mr. Poulton, for the Workers' group, and Mr. Humbert Wolfe, for the Government group, then in turn expressed their gratitude to the French Government.

Mr. Albert Thomas, Director of the International Labour Office, first recalled the heavy task assumed by Mr. Pierre Laval at the very time of the present Governing Body session, that of defending the Social Insurance Bill before the French Parliament, and he expressed the warm good wishes of the International Labour Office for success in this task. He then recalled memories of the early days of the International Labour Office in Paris in 1920.

" Ten years have passed," he said, " and to-day we are welcomed at the Conseil d'Etat. We are gathered here, strong in the knowledge of the development of the Organisation, proud of its substantial, though perhaps incomplete, achievements, won in scientific, administrative and even diplomatic spheres, happy in feeling constantly around us the trust and friendship of the great professional organisations of employers and workers.

" Ten years ago, when we first set out on this task, we were still shaken with the tension of the political struggles in which we had taken part. To-day we return as international personalities, and we might well feel slightly overcome at being invited and welcomed by the representative of the French Republic. May I, on this special occasion, recall, discreetly but in all sincerity, what the International Labour Organisation owes to France, just as in 1927 in Berlin we outlined its debt to the experience and method of Germany in social policy, just as in 1928 at Warsaw we paid tribute to the creative patriotism of Poland ? "

Mr. Thomas then evoked memories of social-political history associated with the Hôtel de Ville in Paris, the centre of the great popular movements of former times ; and those connected with the Musée Social, where men of all parties, from de Man to Edouard Vaillant, worked at the building up of a code of social legislation. He also alluded to the work accomplished by the French Parliament. " Results may sometimes have been imperfect and precarious, but always the advance of progress was facilitated by the compelling urge of thoughtful humanitarianism. By remaining faithful," he concluded, " to the special characteristics of the French genius, to its passion for clarity, to its deep concern with rights, and to its imperishable idealism, we shall endeavour to fulfil ever more successfully the mission of Justice and of Peace which is that of the International Labour Organisation."

Mr. Hammanskjold, in the name of the Swedish nation, thanked the Governing Body for the tribute paid to the memory of Mr. Thorberg.

The Governing Body then proceeded to examine the questions on its Agenda.

Consideration was given in the first place to the steps which might be taken to obtain from States who had not ratified certain International Labour Conventions information as to the reasons underlying their refusal. By sixteen votes to nil the Governing Body approved of the following procedure, proposed by the International Labour Office : each year the I.L.O. shall forward to the Governments a brief summary of whatever information it may have received, concerning the difficulties standing in the way of the ratification of certain Conventions, at the same time requesting those Governments to endorse or comment, if they see fit, upon this information.

The Governing Body then examined two *uide-mémoires* in which the Senate of Danzig requests the admission to membership of the International Labour Organisation of the Free City of Danzig. In accordance with Article 104 of the Treaty of Peace, these documents were transmitted to the Director of the International Labour Office by the Government of Poland.

The documents point out that the Free City is an important industrial community, containing some 400,000 inhabitants, and possessing highly-developed social legislation ; and that in every respect its adherence to the International Labour Organisation would be a matter of real benefit.

Nevertheless, this request raises legal difficulties of the utmost complexity, in view of the special position of the town of Danzig.

After thorough examination, the Governing Body decided to give effect to the suggestion of the International Labour Office, which had been declared acceptable by the Government representatives of Germany and of Poland among others. Accordingly the Governing Body agreed to request the Council of the League of Nations to apply to the Permanent Court of International Justice for a consultative verdict, the application being framed in the following terms:

> "Does the exceptional legal position of the Free City of Danzig permit of its being admitted to membership of the International Labour Organisation ?"

The Governing Body then examined the Draft Reports prepared by the International Labour Office on the application of the eight Conventions adopted by the International Labour Conference at its Washington and Genoa Sessions, 1919 and 1920. In this connection, the Swedish Government representative requested that the procedure of revision should be set on foot as regards the Washington Convention concerning the eight-hour day in industry, and defined the points on which he desired the Convention to be modified, in order to facilitate its ratification by a larger number of States.

Having heard the explanations submitted by the Director, the Governing Body decided to adjourn discussion of this matter to its June session.

The Governing Body approved the Budget of the Organisation for the year 1931.

It also considered in what manner questions concerning persons employed at sea should be dealt with by the International Labour Conference.

Without prejudice to its future attitude, and while reserving to itself the right to consider a definite mode of procedure, to be adopted subsequently, for the preparation and adoption of Draft Conventions concerning maritime questions, the Governing Body decided provisionally that, as regards those maritime questions which have already been discussed for the first time by the special maritime conference held in October, 1929, the International Labour Office should summon a tripartite technical consultative Commission, to meet in 1931. Until the results of the labours of this Commission shall have been laid before it, the Governing Body adjourns the question of deciding whether a general or a special maritime Conference shall examine in second discussion the maritime questions above mentioned.

The Governing Body also examined the Report of the Director of the International Labour Office dealing with the work of the Organisation since its last session.

Miss Bondfield, British Minister of Labour, who had journeyed specially from London in order to be present at the sittings held on the 28 and 29 April, took this occasion to make a statement in which, after recalling memories of the creation of the International Labour Organisation ten years ago, she announced on behalf of the British Government that a Bill had been laid before Parliament dealing with the question of Hours of Work, and that its passage into law would enable Great Britain to ratify the Washington Convention concerning the eight-hour day in industry.

The Governing Body took note of a number of reports submitted by various Committees, and decided to examine in June the record of the last meeting of the Commission on Intellectual Workers.

It was decided that the Forty-Ninth Session of the Governing Body should open on Thursday, 5 June, in Geneva, previous to the International Labour Conference beginning on 10 June.

The Fiftieth Session of the Governing Body will be held in Brussels, between 6 and 11 October.

At the end of the last sitting the representatives of the three groups of the Governing Body expressed their deep gratitude to the French Government for the magnificent welcome extended to all the delegates in Paris.

THE JOURNEY OF THE DIRECTOR IN THE BALKANS.

At the Session of the Governing Body recently held in Paris, the Director laid before it a note on the journey which he undertook in February and March last to Rumania, Bulgaria, Yugoslavia and Greece. The Director had not visited these countries for some years, having last been in Rumania and Bulgaria in 1924, and in Yugoslavia and Greece in 1927. He was warmly welcomed everywhere, not only by the Prime Ministers and members of Governments and of public administrations, but also by the workers' organisations, by almost all the employers' organisations, by public opinion and by the Press. He was able to assure himself of the ever-growing prestige of the International Labour Organisation, and of the many points of contact which it has been able to establish and strengthen with numerous circles in the various countries. In Yugoslavia, for instance, the workers' and employers' gatherings with which Mr. Albert Thomas came into touch were composed of representatives from every province, who had come to Belgrade specially to take part in these meetings.

As usual, the Director discussed with the various Governments the question of the ratification of International Labour Conventions. In each country conferences were held at which Ministers presided, and at which he was able to examine every Draft voted by the International Labour Conferences in company with the competent officials. Following upon these discussions, it is hoped that a number of fresh ratifications will follow. Already, in a letter dated 27 March, the Rumanian Minister of Labour has informed the Office that re-examination of the various Conventions has resulted in a Bill being presented to Parliament, in which it is proposed to ratify the following Conventions: Unemployment Indemnity in case of loss or foundering of the ship, Facilities for finding employment for Seamen, Minimum Age for Admission of Children to Employment in Agriculture, and Rights of Association and Combination of Agricultural Workers.

One of the facts with which the Director was most particularly struck during this journey, was the continuous demand for assistance made to the Organisation by the Governments on every sort of topic, not only by means of documentary information, known and resorted to by all great national administrations, but also by means of technical advice. In several of the States which the Director visited, he was asked to submit to the technical services of the Office, for revision, Bills which were in preparation, dealing with such matters as industrial hygiene, co-operation, or, most frequently, social insurance ; not only this, but he was requested, in so far as might be practicable, to send Chiefs of technical services or experts on the spot, in order to discuss these matters with Government officials or to place information before conferences specially summoned to discuss various Bills. Obviously, the Office is only able partially to satisfy such demands ; but every effort is made to achieve the greatest possible measure of success.

The Director also observed that in spite of the lacunæ still subsisting in Labour Inspection services, there is in evidence a genuine, loyal and resolute endeavour among the small groups of officials of Social Affairs Ministries who are concerned with the enforcement of legislation. Everywhere the desire for improvement is active, and year by year progressive results are achieved.

Side by side with this advance, the workers' organisations grow in strength, enlightenment and competence. In Rumania and Yugoslavia this growth is particularly noticeable ; and the organisations have the advantage of a system of trade-union freedom far wider and more secure than that which obtained only a few years ago.

The economic position of the majority of the States in the Balkans remains, however, very unstable. Almost everywhere a state of crisis prevails ; and the employers with whom the Director came into contact did not fail to draw his attention to the difficulties under which they laboured. Naturally, there is no question of retrogression, of an attempt to recapture industrial activity by a return to less favourable conditions of labour than now obtain. But the urgent necessity for international economic co-operation becomes more and more evident ; and this is the conclusion of the Director's note on his journey : that through a consideration of the situation from the social point of view, the enquirer finds himself compelled to join the ranks of those economists and those statesmen who declare that agreement, and a more rational organisation of exchange and of production, between Western and Eastern Europe, is imperative.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS.

With the increase in the number of International Labour Conventions, and in the number of ratifications registered, more and more importance attaches to the work of the Committee of Experts to which the Governing Body entrusted the examination of the yearly reports submitted by the States Members in accordance with Article 408 of the Treaty of Peace, setting out the steps which they have taken to apply those Conventions which they have ratified and which have been in force for more than a year.

The Committee of Experts held a session in Geneva from 3 to 5 April, under the Chairmanship of Mr. Paul Tschoffen, formerly Minister of Labour and Public Welfare in Belgium. This year it had to examine a total of 287 reports, as against 223 in 1929 and 175 in 1928 ; the number of Conventions to which these reports referred was twenty-five as against twenty in 1929.

These twenty-five Conventions, in chronological order, are those concerning the eight hours day in industrial undertakings, unemployment, the employment of women before and after childbirth, the employment of women during the night, the minimum age for admission of children to industrial employment, the night work of young persons employed in industry, the minimum age for admission of children to employment at sea, unemployment indemnity in case of loss or foundering of the ship, facilities for finding employment for seamen, the age for admission of children to employment in agriculture, the rights of association and combination of agricultural workers, workmen's compensation in agriculture, the use of white lead in painting, the application of the weekly rest in industrial undertakings, the minimum age for the admission of young persons to employment as trimmers or stokers, the compulsory medical examination of children and young persons employed at sea, workmen's compensation for accidents, workmen's compensation for occupational diseases, equality of treatment for national and foreign workers as regards workmen's compensation for accidents, night work in bakeries, the simplification of the inspection of emigrants on board ship, seamen's articles of agreement, the repatriation of seamen, sickness insurance for workers in industry and commerce and domestic servants, sickness insurance for agricultural workers.

The Committee found that a considerable proportion of the reports submitted to it called for no fresh comment on its part, and that the application of Conventions in general tended to conform more and more exactly to the provisions set forth. In a few Government reports, however, the experts noted certain points concerning which further information seemed to them desirable.

In accordance with a suggestion made by the Governing Body, the experts drew up various recommendations dealing with the possibility of further improvement in the work of the Committee. In the report adopted at the close of their session, attention is drawn, in this connection, to the importance for the International Labour Organisation of the procedure provided by Article 408 ; this procedure, by means of reciprocal information and friendly supervision, has for its essential aim to render unnecessary the sanctions provided in the subsequent articles of the Treaty. And the experience of the last four years has shown that the detailed examination of the annual reports submitted by the States results in a very much more thorough knowledge of the manner in which Conventions are applied in each country.

THE QUESTION OF FORCED OR COMPULSORY LABOUR.

The question of forced or compulsory labour will come up for second discussion at the next session of the International Labour Conference, which meets at Geneva on 10 June.

It will be recalled that after detailed

studies carried out by the Office with the assistance of a Committee of specially qualified colonial experts, the problem of forced or compulsory labour was the object of a first public discussion at the June, 1929, Session of the Conference. The question was then placed on the agenda of the 1930 Session for second discussion, and, in accordance with the usual procedure, the Governments were consulted by means of a questionnaire. Their replies have been collected together in a Blue Report, drawn up by the International Labour Office according to the usual practice, in preparation for the second discussion.

An examination of these replies shows without manner of doubt that there is practically universal approval of the aims to be attained by means of a Convention on forced or compulsory labour. While there are certain divergences in the views of the Governments of the colonial powers regarding the scope and structure of the Convention, it is remarkable that only one Government has expressed the opinion that the adoption of a Convention on forced or compulsory labour is unnecessary. As regards the Governments of non-colonial countries, while they have in most cases refrained from attempting to answer the questionnaire in detail, they express general approval of the proposed Draft Convention.

On the basis of the replies of the Governments the International Labour Office has prepared, for submission to the next Conference, a proposed Draft Convention and two Draft Recommendations.

The proposed Draft Convention, after laying down the general principle that the use of forced or compulsory labour should be suppressed in all its forms, permits recourse to such labour for public purposes during a transitional period and subject to regulations imposed by the ensuing Articles of the Convention. An important Article of the Draft provides for the complete suppression of forced or compulsory labour for private persons within a period of three years from the date of registration of the ratification of the Convention.

Of the Draft Recommendations, the first draws attention to the means by which certain kinds of indirect compulsion to labour can be suppressed, and the second contains various suggestions designed to supplement and to complete the regulations laid down in the proposed Draft Convention on forced or compulsory labour.

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1930. No. 5 MAY

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 May, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 389 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 37.

During the month of May, 1930, *China* ratified the Convention concerning the institution of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

REPORT OF THE DIRECTOR ON THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION.

The Report of the Director to the Fourteenth Session of the International Labour Conference consists, as usual, of two Parts.

The First Part deals with the general activity of the International Labour Organisation. In the first place a section is devoted to the working of the Organisation: questions of organisation, international information, and relations. Then follows the second section, in which the results obtained during the year are examined; this is divided into seven sub-divisions: working conditions, social insurance, wages, possibilities of employment, the protection of special classes of workers, workers' living conditions, and the general rights of workers.

Finally, the Second Part of the Report contains a summary of the annual reports supplied by the Governments in accordance with Article 408 of the Treaty of Versailles on the application of those Conventions which they have ratified.

It should be noted that this year's Report does not contain, as formerly, a passage dealing with "special countries." "This distinction," states the Director in the Introduction, "it is true, was made by the Conference itself in 1919, but most of the countries concerned have during the last ten years come within the general rule. It would hardly be possible now to treat as special countries States like Japan, China or India where, as has been noted in the Reports of the last few years, outstanding progress has been made in labour legislation." Information, therefore, which was formerly grouped under this heading has been distributed in the present Report among the various chapters devoted to the examination of the results obtained during the last year.

As usual, at the end of his Report, the Director gives a bird's-eye view of the position in a group of general conclusions. After having outlined the present possibilities of improvement in the procedure for the adoption of International Labour Conventions designed to facilitate ratifications, he underlines as a new element the following fact :

But the new and striking feature of the past year is the idea, which has appeared in various forms and at various stages of the procedure, of Conventions limited to a certain number of States, *e.g.*, in regard to conditions of work on international rivers, or to hours of work in European coal mines. The discussions which have taken place, in connection with the question of forced labour, on the rights of countries not possessing colonies to take part in framing international Conventions on colonial work lead back to the same problem. If at some future date, after a preparatory Conference, the countries of the Far East find that they have certain special labour conditions, they also may wish to have separate agreements for that part of the world on certain particular questions. The question is how far a new procedure of this kind can be harmonised with the universal character of the Conference as laid down by the Treaty of Peace. What would be the best and most effective form for such auxiliary procedure ? These points cannot be discussed here, and indeed the experiments at present being made will prove surer guides to the best methods than any theoretical discussion. There is just one conclusion which may be drawn from these developments. Irrespective of the social and political opposition to the ratification of Conventions, which can only be overcome by strong public opinion in every country and especially among the workers, and of the economic difficulties, real or imaginary, which may make Governments fear the consequences of ratification, it is clear that the methods of drafting Conventions could be improved, and that this would speed up ratifications and so multiply the mutual pledges which form the essential basis of international labour legislation, with the result that the general growth and development of social progress could be better consolidated and the international life which is taking shape could be built on firmer foundations and given opportunities for expression more adequate to its expanding needs.

For, despite the stagnation of certain movements, a survey of the past year leaves little doubt but that the demand for social justice is becoming more urgent and more irresistible, more systematic and more international in practically every country and among all classes. A hundred signs of this have been noted in this Report : the fresh if slow progress made by workers' trade union movements, with its tendency to consolidate itself in spite of the vicissitudes of industrial life ; the vigorous national and international activity of organisations of salaried employees of all shades of opinion ; the development of agricultural groups which are getting into closer touch with the Office, demanding a place in the Conference and forcing the doors of the Economic Committee ; the growing consciousness in the co-operative movement of its international power ; the attempts of handicraftsmen to organise themselves and put forward their claims ; the social preoccupations of the churches, etc. All this is reflected in new labour codes, important systems of social insurance, the spread of organisation for industrial relations, new conceptions of labour law and bilateral and multilateral labour treaties.

This leads to the crux of the whole problem for the International Labour Organisation. Either it should seek to co-ordinate, harmonise and regulate this new life, endeavour to consolidate it in itself and express it in its entirety by extending its information and relations services and its contacts with outside organisations, and make constant efforts to adapt its procedure and its methods to this living and changing reality ; or the Organisation can be content to adopt a rigid formalism, rejecting everything which does not seem to conform with the original text of its constitution and ignoring everything which does not strictly fall within its scope. It can be content to remain a mere onlooker watching the growth, alongside its partially ratified general Conventions, of a body of international treaties, agreements and movements with which it can express its complete but ineffective sympathy.

To be a mere onlooker ! There lies the danger which, if care is not taken, may one day threaten the International Labour Organisation and perhaps, according to certain critics, the League of Nations as a whole. There is certainly a tendency for important international agreements to be reached in London, Paris or elsewhere—Naval Conferences, projects for a European federation, or even pacts for mutual security ; the League is respectfully mentioned, and it is asserted that everything is to be done in the spirit of the League or even within its general framework, but the agreements are worked out without its technical assistance and beyond its control.

As far as the Office is concerned, it will continue to ask its sovereign bodies, the Conference or the Governing Body, to take such measures as will make the Organisation more and more capable as time goes on to respond by its studies, its machinery and its powers of control to the growing aspirations for social justice. It will draw on all the forces of imagination and enthusiasm at its disposal to prevent the Organisation from being reduced to the state of an unwieldy, lifeless body and to ensure that all the big streams of social life flow towards it and give it increasing vitality and strength.

Sometimes, when the Office has suggested that action should be taken in this direction or when it has supported a request for the creation of new technical committees or new representative committees, on salaried employees, handicraftsmen, etc., some members of the Governing Body have expressed uneasiness. They have felt that the Office was dissipating its energy in too many different directions, while at the same time it complained of its inadequate resources. They felt that it ran the risk of losing in authority what it would gain in popularity. After ten years of experience the Office cannot take this view. It has lost nothing by trying to meet all the demands made upon it. Its committees and its consultations with experts have won for it the sympathy of numerous and extensive groups and have in no wise detracted from its scientific research. On the contrary, they have helped to guide its work and check its early conclusions. They have not led the Governing Body into any premature decisions. Sometimes even, by the influence of their resolutions, they have calmed impatient feelings and prevented misunderstandings.

When simpler, more rapid and effective methods of international procedure enable the Office to respond to all the aspirations which it has studied and defined, then the hard and difficult period of its early struggles will be over. Supported by the confidence of important movements for the defence of the workers or for social ideals and provided with a more pliable technique, it will have less difficulty in obtaining the desired ratifications and will be able to carry out its mission to the full.

One final condition, however, must be fulfilled. As has been observed in the conclusions to all previous Reports, and the observation holds good as much as ever to-day, the success of the Organisation depends on its faith in social justice and its will to achieve it. Ten years have passed, and the time has come for full and frank self-examination. Has there been too much facile acceptance of the limitations imposed by outside conditions? Has too much heed been paid to the frequent counsels of wisdom and prudence? Can it be said that the ideals set up by the nations in 1919 have not been too much lost sight of, and that the League of Nations as a whole and this Office in particular have really become what their creators intended? The Office can confidently say that it has done valuable work, but it is small in comparison with the ideals to which it owes its birth. Can it not be argued with some justification that, unconsciously and under new names, the old routine and the old ideas have gained the upper hand and that the international organisations have been inspired more by the rules of the old diplomacy than by the ideals of President Wilson? The regression may perhaps have been so great that critics may even object to any reference to the name of Wilson or to the ideals of the armistice period. We are rooted in the past and held in the grip of tradition, and the only method of escape from it into the new world glimpsed in 1919, the world of organisation and justice, is by unremitting examination and testing of methods and procedure, by continuous adaptation of them to changing conditions, and by constantly holding up the results obtained to the mirror of the great ideal of world peace which is the life work of the generations which have known the war.

THE LENGTH OF THE WORKING DAY IN COAL MINES.

In previous numbers of the *Monthly Summary* an analysis was made of the reports on Forced Labour and on Hours of Work of Salaried Employees, drawn up by the International Labour Office in preparation for the second discussion of these questions by the International Labour Conference, which begins on 10 June. Since the last issue of the *Summary* the report on the third question on the agenda of this Session of the Conference, Hours of Work in Coal Mines, has been published and despatched to the States members of the Organisation.

The report first of all recalls how the question of labour in coal mines was submitted to the International Labour Organisation by the Tenth Assembly of the League of Nations in September, 1929—in somewhat unusual circumstances. The Assembly was of opinion that the crisis through which the coal industry of several countries was passing demanded rapid action on an international plane. In order to hasten the taking of such action, the Assembly had therefore suggested that a Preparatory Technical Conference should be convened at an early date, in order to indicate to the Governing Body of the International Labour Office those questions which might most usefully be placed on the agenda of the International Labour Conference of 1930 with a view to arriving at an agreement of a practical nature. This procedure seemed possible in view of the mass of information which the International Labour Office had already collected on conditions of labour in coal mines. Accordingly, the Preparatory Technical Coal Conference met at Geneva from 6 to 18 January, 1930; it consisted of delegates of the Governments and of the employers and workers of the principal European coal-producing countries, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Netherlands, Poland, Spain. The Conference suggested that the question of hours of work in coal mines should be placed on the agenda of the International Labour Conference of this year, and it submitted to the Governing Body a certain number of proposals on which it was agreed. In accordance with these proposals, the Governing Body, at its Session in February, inscribed the question of hours of work in coal mines on the agenda of the 1930 Session of the Conference. At that Session, also, two important questions were discussed by the Governing Body, upon which it is necessary to say something since they will arise again at the Conference.

The first question refers to the field of application of the item placed upon the agenda. A decision was required as to whether the Conference should be called upon to examine the question of hours of work in coal mines from a world-wide point of view, or whether that examination should be limited to the nine European countries which took part in the Preparatory Technical Conference. On the one hand, certain members of the Governing Body maintained that, from the very first moment at which this question had been raised, it had been discussed as a purely European problem, that the preparatory work had only dealt with conditions prevailing in the principal European coal-producing countries, and that no preparation had been made for the study of these same problems in extra-European countries, where conditions vary greatly. On the other hand, some speakers insisted on the universal character of the International Labour Organisation, as set forth in its Charter, and feared that the precedent which might be set up if geographical limitation was imposed upon this question would imperil the very foundations of the Organisation.

The Governing Body as a whole did not subscribe to the latter point of view, and finally came to the conclusion that the decision must rest with the Conference itself. Accordingly it abstained from imposing any geographical limitation upon the question; but on the other hand, it thought it advisable to invite the Conference, in the terms of the resolution which it adopted, "to take into special consideration the fact that the question had been raised entirely as an European one and that the information necessary to enable its consideration to be extended to overseas countries has not been sought and will not be available to the Conference."

The second question raised during the debates in the Governing Body was as to whether a final decision should be taken at the Fourteenth Session of the Conference, that is to say, without having recourse to the normal procedure of double discussion, or whether, on the contrary, the question ought to be examined merely by way of first discussion by the Fourteenth Session, with a view to final decision at a subsequent Session.

Although this matter was debated at length by the Governing Body, the latter did not see its way to make a positive proposal to the Conference, and it is therefore the Conference itself which must decide either for or against a departure from its Standing Orders.

In order that the Conference should be able, should it so desire, to take a final decision this year, the International Labour Office, in concluding its report, puts forward as a basis for discussion a proposed Draft Convention. According to this proposal, the length of the working day in all coal mines and for each worker in the mine shall not exceed 7½ hours a day and 45 hours a week. During a transition period which shall not exceed three years, however, the length of the working day may be extended to 7¾ hours a day, and 46½ hours a week.

The term "time spent in the mine" shall signify "the period between the moment when a worker enters the cage to descend and the moment when he leaves it on the completion of the ascent." Collective methods of calculation of the working day are provided in the proposed Draft Convention in order to ensure practical application of this principle.

THE COMMITTEE OF EXPERTS ON NATIVE LABOUR.

In accordance with the procedure through which the question of Forced Labour was submitted to the 1929 Session of the Conference, the International Labour Office sought the advice of its experts concerning the texts drawn up in view of the second discussion of this important question by this year's session of the Conference. Accordingly, the Native Labour Committee met in Geneva on 15 and 16 May, 1930.

This Committee, as has already been explained, consists of specialists of recognised competence on the subject of colonial labour; since 1927 it has assisted the Office in the preparatory studies which enabled the Conference to tackle the question of forced or compulsory labour at its session of June, 1929.

Following upon this first discussion, and in accordance with the normal procedure, the Governments were consulted by means of a questionnaire. On the basis of their replies the International Labour Office has drawn up, for this year's session, a report which contains a proposed Draft Convention and two draft Recommendations.

During their meeting on 15 and 16 May the experts were called upon to express their opinion upon the various proposals contained in these drafts, after having examined them from a technical point of view.

There were present: Mr. Martial Merlin, Honorary Governor-General of the Colonies, former Governor-General of the French Congo, former Governor-General of French West Africa, former Governor-General of French Indo-China, Member of the Permanent Mandates Commission; Mr. Pollera Orsucci, former Secretary-General of Eritrea, late Director of the Italian Ministry for the Colonies; Freiherr von Rechenberg, former Governor-General of German East Africa; Mr. Van Rees, former Vice-President of the Council of the Dutch East Indies, former Secretary-General of the Dutch Colonial Institute, Vice-President of the Permanent Mandates Commission; Mr. Nobumi Ito, Deputy-Director of the Japanese Office for the League of Nations in Paris; Mr. Camille Lejeune, Director of Colonial companies; Mr. H. M. Taberer, Technical Adviser to the Native Labour Recruiting Organisation of the Transvaal Chamber of Mines; Mrs. Marzorati, Member of the Brussels Institute for Colonial Women; and Sir Selwyn Fremantle, C.S.I., C.I.E., ex-Member of the Council of the Lieutenant-Governor of the United Provinces, ex-Member of the Viceroy's Legislative Council for the purpose of the Factories Bill, India.

While thanking the experts for their assistance, Mr. Albert Thomas expressed the hope that, through the close collaboration of the Committee with the International Labour Office, it would be possible to submit to the Conference carefully matured proposals which would secure the adhesion of the States to a reform which is anxiously awaited by public opinion.

The Committee unanimously elected Mr. Nobumi Ito as chairman and proceeded to consider the proposed draft Convention on forced labour.

This draft, as is known, lays down the general principle of the abolition of forced labour in all its forms. It permits recourse to such labour for public purposes during a transitional period and subject to the regulations outlined in it; and provides for the complete abolition of all forced labour for private persons within a period of three years from the date of registration of the ratification of the Convention.

The Committee put forward, with a view to discussion at the Conference, a number of suggestions on practical means for the abolition of forced labour, as well as on various points concerning labour performed in lieu of taxes, labour for tribal chiefs, hours of work of forced labour and its remuneration, compensation for workers' accidents, etc.

The Committee also examined the draft Recommendations prepared by the International Labour Office, which concern (1) indirect compulsion to labour, and (2) certain principles and rules tending to render more effective the application of the draft Convention.

MEETING OF EXPERTS OF THE COMMITTEE ON INDUSTRIAL HYGIENE.

A certain number of experts belonging to the Correspondence Committee on Industrial Hygiene, set up in order to assist the International Labour Office in its studies of the protection of the health of workers, met in Geneva between 5 and 7 May.

The following were present: Messrs. Glibert (Brussels), Martin (Lyon), Bridge (London), Collis (Cardiff), Bauer (Berlin), Koelsch (Munich), Kranenburg (The Hague), Cristiani (Geneva), Loriga (Rome), Löwy (Prague), Brezina (Vienna).

In addition, the following attended the session as representatives of the Governing Body: Mr. Molin (Government representative, Sweden), Mr. Gérard (Employers' representative, Belgium), Mr. Tom Moore (Workers' representative, Canada).

Mr. Glibert (Brussels) was unanimously elected Chairman for the meeting.

On the basis of the draft prepared by the International Labour Office, the experts provided a standard set of regulations for industrial hygiene, of which the final text, before publication, will be revised by a sub-committee consisting of Messrs. Glibert (Brussels), Koelsch (Munich), Loriga (Rome) and Bridge (London). These regulations indicate a number of measures of a general order to be taken in all working places in order to protect the health of the workers. An appendix contains explanatory details on the application of these measures and formulates the principles of an efficient system of industrial hygiene.

The experts then completed a draft scheme for regulations designed to protect workers engaged in the hide and skin industry against the risk of infection from anthrax. This draft will be submitted to the Governing Body of the International Labour Office.

Finally, the experts heard a communication from Dr. Carozzi, who outlined the work now in progress in the Industrial Hygiene Service of the International Labour Office. Dr. Carozzi mentioned in particular the studies recently undertaken on lead-poisoning in the enamel-ware industry and in the manufacture of accumulators.

VISIT OF THE GERMAN MINISTER FOR FOREIGN AFFAIRS TO THE INTERNATIONAL LABOUR OFFICE.

Mr. Curtius, German Minister for Foreign Affairs, visited the International Labour Office on 16 May and was received by the Director and the Deputy-Director. After talking to the Minister, Mr. Albert Thomas presented to him the German members of the staff of the Office. Mr. Curtius made a short speech in which he expressed his intention of pursuing towards the International Labour Organisation, as well as towards the League of Nations, the policy of his predecessor, Mr. Stresemann. Mr. Albert Thomas then conducted the Minister round the principal departments of the International Labour Office.

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THE FOURTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Fourteenth Session of the International Labour Conference was held in Geneva from 10 to 28 June. Fifty-one States, out of the total of 55 Members of the Organisation, were represented, this making the largest total up to date. New Zealand sent a delegation for the first time, and Brazil, though it is no longer a member of the League of Nations, was represented by a complete delegation, as in previous years, thus reaffirming its desire to continue its active collaboration in the work of the Organisation. Turkey and Mexico, although they are not members of the Organisation, sent observers; this being, in the case of Mexico, a new departure.

The President of the Session was Mr. Ernest Mahaim, Belgian Government delegate, formerly Minister of Labour in Belgium; he was assisted by Mr. Tchou, Chinese Government delegate, Mr. Szydlowski, Polish employers' delegate, and Mr. Suzuki, Japanese workers' delegate, as vice-presidents.

Three questions figured on the agenda of the Session: (1) forced or compulsory labour; (2) hours of work of salaried employees; and (3) hours of work in coal mines.

Forced labour and hours of work of salaried employees had already been examined a first time in 1929, and came up for second discussion this year in accordance with the normal procedure of the Conference. On each of these questions a positive result of the greatest importance was secured.

As regards salaried employees, the effect of the decision taken is to extend the benefits of the eight-hour day and the forty-eight-hour week, secured for industrial workers only by the Washington Convention, to another large category of workers.

In the case of forced or compulsory labour, which affects millions of people in colonial and similar territories, the Conference has yet further extended the world-wide scope of the Organisation's work of social justice by laying down definitely that every form of forced labour should be completely abolished, subject, as regards public works, to a transitional period during which its use should be strictly limited and regulated.

The question of hours of work in coal mines, finally, had been dealt with by exceptional methods in view of a request of the Assembly and of the Council of the League of Nations. It was examined by a preparatory technical conference in January last, and when it was inserted on the agenda of the 1930 Session of the International Labour Conference by the Governing Body, no decision was taken by the latter as to whether a first or a second discussion was intended. Actually, the Conference adopted neither a Draft Convention nor a Recommendation on the question, but inscribed it on the agenda of the 1931 session for further discussion.

Below will be found a review of the various decisions of the Conference.

Forced or Compulsory Labour.

Forced or compulsory labour was the subject of a Draft Convention which was adopted by the Conference by 93 votes without opposition. Its general purpose is stated in the first two paragraphs of Article 1, as follows:—

"Each Member of the International Labour Organisation which ratifies this Convention undertakes to suppress the use of forced or compulsory labour in all its forms within the shortest possible period.

"With a view to this complete suppression, recourse to forced or compulsory labour may be had, during a transitional period, for public purposes only and as an exceptional measure, subject to the conditions and guarantees hereinafter provided."

Article 1 also provides that after a period of five years from the coming into force of the Convention, the Governing Body of the International Labour Office will consider the possibility of the suppression of forced or compulsory labour in all its forms without a further transitional period.

For the purposes of the Convention, the following will not be deemed to amount to forced or compulsory labour: Any work or service (1) exacted in virtue of compulsory military service laws for work of a purely military character; (2) which forms part of normal civic obligations; (3) exacted as a consequence of a conviction in a court of law; (4) exacted in various cases of emergency which are specified in the Convention; (5) for minor communal services.

Forced labour for the benefit of private individuals shall not be permitted after the coming into force of the Convention for any State. Any territorial concessions which permit recourse to forced labour are to be rescinded as soon as possible.

The Draft Convention specifies in detail the conditions and the safeguards which are to apply to forced labour in those exceptional cases in which it is permitted for public purposes during the transitional period.

The only authorities competent to permit the use of forced labour are the authorities of the metropolitan country or higher central authority in the territory concerned, although in certain cases authority may be delegated.

In most cases, forced labour may only be exacted for public works when certain conditions, of which the following are the most important, have been satisfied:

(*a*) Urgency and importance to the community of the work;

(*b*) Impossibility of obtaining voluntary labour;

(*c*) The same rate of pay to be paid as for voluntary labour;

(*d*) Respect be had for the social and economic life of the community;

(*e*) Safeguards as to health and repatriation to be secured;

(*f*) Compensation in case of accident or illness to be paid;

(*g*) The maximum duration of the period of forced labour not to exceed 60 days a year;

(*h*) Hours of work not to exceed those of voluntary labour.

Only able-bodied men from eighteen to forty-five years may be subject to the compulsion to labour. School teachers and pupils shall be exempt.

The Draft Convention is to apply to all territories subject to a State which ratifies it, but States may take advantage under prescribed conditions of the right to make modifications allowed by Article 421 of the Treaty of Versailles.

The Conference also adopted two Recommendations.

The first, approved by 91 votes to nil, deals with indirect compulsion to forced labour and with measures which might, in a disguised form, reintroduce the use of forced labour.

The second, adopted by 91 votes against 1, contains provisions relating to the regulations to be issued in order to apply the Convention.

Hours of Work of Salaried Employees.

A Draft Convention on hours of work of salaried employees was adopted at the final vote by 86 to 31. Its main provisions are as follows:

Hours of work of salaried employees in commerce and in offices shall be limited to 48 hours per week and, as a general rule, to 8 hours per day, hours of work being defined as "the time during which the persons employed are at the disposal of the employer." The maximum of 48 hours in a week may be unequally distributed, provided that not more than ten hours are worked on any one day.

The Convention applies to the staff of the following establishments, whether public or private: commercial or trading establishments, including postal, telephone and telegraph services; establishments in administrative services in which the persons employed are mainly engaged in office work; and mixed commercial and industrial establishments in so far as they are not deemed to be industrial establishments (these last-named being, of course, already included under the Washington Eight-hour Convention).

The Draft Convention does not apply to establishments devoted to the care and treatment of sick, infirm or needy persons, or to lunatic asylums; nor does it apply to hotels, restaurants, pensions, clubs, cafés and public houses. Theatres and places of public entertainment are also excluded.

The competent authority of each country shall be entitled to exclude from the scope of the Convention offices in which the staff is engaged in connection with the administration of public authority, persons occupying positions of management or employed in a confidential capacity, and travellers and representatives, in so far as they carry on their work outside the establishment.

The Draft Convention contains a number of provisions dealing with the possibility of lengthening the working day in order to make up lost time, with permanent or temporary derogations which may be permitted in certain cases, etc.

In all cases, public administrative regulations, issued in order to specify these derogations shall not be drawn up until consultations have taken place with the workers' and employers' organisations concerned; and particular attention shall be paid to any collective agreements which may exist. Various measures are also laid down to ensure the due application of the Convention: *e.g.* inspection, posting up of time-tables, etc.

In addition to the Draft Convention, the Conference also adopted, by 103 votes to 18, three Recommendations: the first dealing with theatres and places of public entertainment; the second with hotels, restaurants and similar establishments; and the third with hospitals and curative undertakings. In order that the provisions of the Draft Convention may at a later date be extended to include these categories of establishments, the Convention urges the States Members to undertake inquiries into the conditions prevailing in such places. Within four years the results of these investigations should be communicated to the International Labour office, which will then prepare a special report on the basis of which the desirability of inscribing the question on the agenda of a subsequent Session of the Conference shall be considered.

Hours of Work in Coal Mines.

On the basis of the report of the Committee set up in order to examine this question, the Conference had adopted, by 75 votes against 33, a proposed Draft Convention limiting the hours of work of workers employed underground in coal mines to 7¾ in the day. Three resolutions were also adopted. The first urged the Governments of those States in which hours of work and conditions of labour are already more favourable than those proposed in the Draft Convention not to alter these to the detriment of the workers; the second expressed the opinion that the hours of work of surface workers should be limited as well as those of underground workers; and the third expressed the hope that an economic agreement should be concluded as rapidly as possible between coal-producing countries.

Finally, in a fourth resolution adopted by 84 votes against 3, the Conference had decided to inscribe the question of hours of work in lignite mines on the agenda of its 1931 Session.

In accordance with the Standing Orders, the proposed Draft Convention as adopted at the first reading was referred to the Drafting Committee in order that the final text should be elaborated. The text then came back for the final vote. But at this stage the requisite majority of two-thirds was not forthcoming, the voting being 70 for and 40 against. The Draft was therefore not adopted.

In view of this result, the Conference decided by 105 votes against 22 to include the question of hours of work in coal mines on the agenda of the 1931 Session. Since the Conference had already decided to consider at that Session the question in so far as lignite mines were concerned, the two questions which the rejected proposal had separated will thus again be considered together.

Resolutions.

The Conference also voted some important resolutions which will affect the future action of the Organisation: one, submitted by Mr. Jouhaux, French workers' delegate, concerns the preparation of children and young persons for a fully developed life; another submitted by Mr. Müller, German workers' delegate, deals with factory inspection; a third, submitted by Mr. Sokal, Polish Government delegate, refers to the question of annual holidays with pay; the last, submitted by Mr. Suzuki, Japanese workers' delegate, concerns freedom of association.

A resolution submitted by Mr. Joshi, Indian workers' delegate, concerning the convocation of an advisory conference of Asiatic countries, failed to obtain the required quorum of votes.

The Conference also discussed the report of the Committee on Article 408. This Committee examines the reports which the Governments of States Members send in to the Office each year on the application of the Conventions which they have ratified.

The Report of the Director.

Finally, and as in previous years, the Conference devoted several sittings to a debate on the report in which the Director of the International Labour Office summarises the activity of the Office and the main events in the social life of the nations during the past year. In all, forty-six speakers spoke during this discussion. In his reply, Mr. Albert Thomas pleaded his inability to deal with each single topic brought before the Conference by the various orators, and devoted his speech to a review of the essential aspects of the various problems with which the future of the Organisation is bound up.

In the first place, he was able once more to note that the International Labour Office continues to develop steadily, strongly, and without faltering. Abundant proof of this is to be found in the loyalty of the States Members, in their stricter observance of the duties involved in the Conference, in the demands made by more and more classes of workers upon the Office, by salaried employees, by intellectual workers, by agricultural labourers, by women—each affording fresh evidence of the sympathy and the confidence upon which the Organisation depends. "The real problem," he added, "is to discover whether, in the face of all these new claims made upon us, we shall have the energy, the skill and the resources necessary to fulfil every hope adequately. In a recent work, the French writer, Georges Duhamel, expresses his alarm at the sight of the infinite complexity of modern social organisation, its breathless pace, and its immensity, henceforth definitely beyond the scope of human apprehension. Sometimes the same fear haunts us also," continued Mr. Thomas; "shall we succeed in justifying the confidence placed in us? Shall means be forthcoming?" In order that all the social currents now converging upon the Organisation may co-operate in its progress, there must be a constant adaptation of methods to fit in with new requirements. With this object in mind, the Director attempts to review the achievements and the opportunities of the past year.

He recalled the work done in connection with social legislation, where fine progress has been achieved, although ratifications are still below a truly satisfactory level. Mr. Thomas noted that speakers at this year's Conference seemed less eager and insistent on this question than previously. Perhaps delegates have begun to think that, with the passage of months and years, ratifications do after all accumulate, and that the results of all the efforts made can be awaited without undue concern. Perhaps there has been a desire not to disturb by inopportune comment the progress achieved in connection with the Eight-hour Convention. Indeed, there had hardly been any mention of this last Convention during the Session; and in point of fact the situation does appear favourable and hopeful: the English and the German Bills have both been presented, and both are in accordance with the terms of the Convention; while in Italy an effort is being made to secure unconditional ratification. "Within a year, perhaps," Mr. Thomas declared, "we shall at last secure the result we have been awaiting for the past decade. May I seize this opportunity to make to the great States represented here a pressing and heartfelt appeal to secure this end by the next Session? Should failure again confront us, I hardly dare think of the disappointment which the workers will feel; and such a setback, or even the prospect of further delay, might well deal a fatal blow to the Organisation."

As far as the Office is concerned, at any rate, it seeks by every means to increase the number and the pace of ratifications. But for this purpose it is essential to know exactly and officially—and not simply by means of platform speeches or newspaper extracts—what the fundamental reasons are which may prevent general ratification of a Convention. The French employers' delegate, Mr. Lambert-Ribot, has made a proposal to this effect, and the

Director welcomes it. "Ideas," he said, "make progress. Mr. Lambert-Ribot's proposal is a natural complement to the proposal adopted by the Governing Body a few months ago on the motion of the late Mr. Thorberg. It is also the very proposal made by the International Labour Office to the Governing Body in Rome in 1922. What a hubbub there was on that occasion! What objections were invoked in the name of national sovereignty! To-day, after the experience we have had of the working of Article 408, we are all agreed that State sovereignty is in no wise threatened. I whole-heartedly associate myself with Mr. Lambert-Ribot's proposal. If the Governing Body accepts it, I shall no longer be alone. I shall have the assistance of a Committee of the Governing Body, on which I hope, with Mr. Lambert-Ribot, that there will be representatives of Governments, Employers and Workers, so that we may at last know the reasons which exist for the non-ratification of Conventions. Then at last we shall know clearly and accurately; perhaps we shall then be able to see whether we have made mistakes in the past, whether our Conventions have been properly drafted and whether, after the decision of the Governing Body this year not to revise the Conventions, it may be necessary in the future to revise certain Conventions in order to obtain ratification."

Dealing with the proposed Draft Conventions concerning forced labour and hours of work in coal mines, which apply more particularly, the first to colonial powers, the second to European nations, Mr. Thomas is brought to speak of the regionalistic tendencies which are now appearing at the very centre of international and universal institutions: proposals for a consultative conference of Asiatic nations, pan-Pacific movements, attempts at Pan-American and Latin-American federations and the recent proposal for European unity.

"The International Labour Organisation should take these movements into account. By ignoring them it would run the risk of alienating sympathy or of witnessing the settlement, without its intervention, of matters in which States undertake the most substantial and the most efficacious mutual obligations. It would run the risk of appearing to be no more than a great academic institution, proclaiming general principles, but having no control over their application. International organisations, whether our own or others, cannot leave such movements out of account. They must demand their share in these movements, through the medium of their States Members. They cannot tolerate the possibility of being left out of them.

"There are other facts, and other circumstances to which we cannot close our eyes: the application of certain principles of human justice is an obligation on a few countries which have assumed special responsibilities. Problems of competition in a given trade also lead to a search for Conventions of a special character. Here again it may be asked how this need for limited Conventions can be harmonised with the general character of the Organisation.

"We are not, as far as this matter is concerned, in the parliamentary and legislative sphere. Whatever certain jurists may say, we are in the sphere of contract. This is the question which has already been raised by the special maritime Sessions of the Conference; it is the problem raised with all possible clearness and sharpness by the question of forced labour and that of hours of work in coal mines. There is no necessity to inquire into the origins of the matter. Both questions come to us from the Assembly of the League of Nations. They were labour questions and therefore within the competence of our Organisation. We were at pains to ensure that neither the Conference nor the Organisation as a whole—to use my customary expression—should be left on one side in these attempts at regulation. In our view, every labour question should be a matter for the Organisation, and it is in the general interest that they should all be co-ordinated and controlled here."

How can such questions be treated within the constitution of the Organisation? As a tentative solution, the Office thought of the auxiliary procedure followed for the question of Hours of Work in coal mines—the device of a preparatory technical conference. Experience only can tell us whether that solution is good. "All this is most complicated and difficult, and we can only proceed by trial and error. It is a case for repeating: 'Where there's a will there's a way.' But is there a will? Is there a common faith resolved on overcoming all obstacles?" Here the Director feels a little disturbed; and he is led to comment on the campaigns which have been started in order to awake unjustified public apprehensions and fears. "When I have time," he proceeded, "I try to read every morning the Press of my country. It is not very favourable to us. Every morning I see such expressions as 'The Follies of Geneva and the International Labour Organisation'; I see us accused of endeavouring to interfere, and it is said that France will never submit to dictation from outside. It is also said that there is an intrigue against the colonial Empire of France. I am not greatly alarmed, of course, at this Press campaign, for I am familiar with such things. In 1921, when the Conference was dealing with agricultural questions, an even more violent campaign was carried on, which was ended only by the Opinion issued by the Permanent Court of International Justice. But since then we have worked in a sufficiently objective and sincere manner to merit to-day a certain amount of confidence on the part of the French agricultural organisations, which now wish to take a greater place in this Organisation. It is possible, however, that these campaigns have nevertheless had a certain effect on the Conference and rendered its work more difficult."

There is also economic fear, the universal anxiety stirred by the menace of unemployment, which already affects 15 million workers. Here is no longer a crisis due solely to the disorganisation resulting from the War, but a cyclical crisis inherent in the very existence of industrial production; and it burst upon us just at the time when the peoples of Europe thought that at last all their difficulties were settled, just at the time when the Young Plan had been adopted and was being put into force, just at the time when it became possible to hope for a revival of steady and expanding production, bringing with it contentment for the working classes. It is a crisis all the more serious through being complicated by a colossal economic upheaval and by tremendous competition, this last element constituting a particularly grave menace for Europe. In this connection, Mr. Thomas replies to the criticisms which have been made against his having, as usual, devoted some space in his report to the United States and to Soviet Russia. "I have," he stated, "spoken at length of those countries precisely because they are not among our Members, because we are trying to discover, through their economic and political development, whether one day, sooner or later, we shall establish relations with them ; because, finally, it is essential to the work of labour protection which we are pursuing to ascertain whether other countries will not one day be heavily handicapped by the development of those States." The industrial development of the U.S.A. is a well-known fact. As to Russia, it should be realised that she is gradually regaining her place in the world. Since the catastrophic decline of 1922, she has already won back 56 per cent. of her exports of 1913 and 67 per cent. of her imports, while the Five-Year Plan, in spite of all difficulties, proceeds at such a pace that well-informed observers consider Russian competition as a serious potential menace to European States. We cannot afford to ignore such facts.

Among all these anxieties, many of which have been voiced at the Conference, the Organisation appears as the only safe guide. And, perhaps for this reason, it has been suggested that the Director should define its policy. " Even," said Mr. Thomas, " if I am entitled to have a policy apart from that of the Governing Body itself, it would be very dangerous, I think, for me to endeavour here to define a policy, even if I defined it in the most general terms possible. No doubt you will think of my previous history in politics, of my efforts to defend the claims of the workers, as embodied in the Preamble to Part XIII of the Treaty of Peace. If I were to define my policy, Mr. de Quevedo would find it as red as my own past, as red as a speech of Jouhaux or Mertens, as red as the covers of the questionnaires of the International Labour Office."

But failing a policy which the Director is not in a position to define closely, is it not possible for all the groups to come to an agreement on the main directives to be followed, asked Mr. Thomas. He proceeds then to recall in its outline the programme laid down in the Preamble to Part XIII of the Treaty of Peace. He examines the conditions and methods of collaboration and discussion within the Organisation, and notes several points on which it would be easy to bring some improvement, such, for instance, as the discussion on the Director's report. A way could well be devised to arrange for a debate at once of greater scope and of less formality, and in this way to formulate the necessary directives and to define clearly the problems whose solution is most urgently necessary to the working classes and to industry. Such a procedure might be of the greatest value ; but only under this condition, that every speaker should loyally and completely express his thoughts. For just as in diplomatic and legislative work systematic prudence is essential, so where research and endeavour are concerned it is necessary that opinions should be clearly and frankly expressed, especially where economic questions are concerned.

" We are here," said Mr. Thomas, " as an International Labour Organisation, to realise better working conditions, in order, as the Treaty of Peace says, to promote social justice ; and it will be in the light of these guiding principles, following them out to the end, that we shall be able to define our procedure. Let us then, by all means, calculate the effect of economic circumstances ; let us calculate to what an extent economic circumstances may or may not support any given social reform ; but let economic circumstances not constitute an insuperable barrier to social progress. Let us study economic difficulties, but let us study them with the object of overcoming and removing them.

" Such indeed, in my view, is the unconscious aim of this Organisation. Even at the Conference in Washington in 1919 there was a recognition of this fact. The Italian Workers' Delegate raised the question of the distribution of raw materials. In 1921 there was a resolution of this Conference which led to the calling of the Genoa Economic Conference in 1922. In 1925 it was the representatives of this Organisation and the Legue of Nations who first brought forward the idea of an International Economic Conference. In 1927 they were present at this International Economic Conference, and this year Mr. de Michelis and a number of other speakers have referred to economic difficulties in the way of applying the decisions of 1927. To-day when we are speaking of the failure of the Tariff Truce Conference, we see here expressed in this Conference the outline of an idea for a new consideration of unemployment—a new Conference to deal with the problem as referred to recently in the British House of Commons, by Mr. Ramsay Macdonald. I think we are on the right lines for the attainment of that social justice which we are designed to promote. There is a necessity for economic action, for energetic action and the determination on certain general lines of a policy which will apply to us and perhaps also to the League of Nations.

" At the present moment when we speak of economic organisation, of a policy of high wages, and tariff truces, all these questions appear vague and imaginary, even Utopian I agree, but through all these negotiations and contests, in conferences and committees, national and international, men always turn towards these phrases, and try to get over this crisis of misery and injustice. Thus, while remaining obedient to our Constitution, we try to develop our Organisation and to stimulate hope. Let us remember a Swedish proverb which says : that to reach the top of the tree we must aim at Heaven."

The President of the Conference, Mr. Ernest Mahaim, also urged delegates to greater efforts in the course of his closing speech. Speaking on the voting of the Conference on the question of Hours of Work in coal mines, he said :

" We know that our agenda was a very heavy one, with three Draft Conventions, five Draft Recommendations and certain Resolutions. It is regrettable that one of these Conventions should not have been carried, but I cannot consider that our work has been entirely lost. It is certain that the lesson we have all learned will be useful, and, moreover, I am certain the experience gained this year will prove valuable next year when the question will again come up for discussion. The International Labour Conference must achieve practical results, and it is regrettable that certain authors of amendments should say that they cannot accept a Convention because an amendment which was of importance to them had not been accepted. Our task is extremely difficult, and it is not surprising that we should have to take it up afresh several times. I am certain that the experience with the Coal Convention this year will give fresh strength to our work in the future."

THE FORTY-NINTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Forty-Ninth Session in Geneva on 5, 6, 7, 14 and 28 June. During the Session, it proceeded to the election of its officers, whose mandate expires after a period of a year.

Mr. Arthur Fontaine, French Government representative, was unanimously re-elected Chairman.

Unanimously also Mr. Lambert-Ribot was elected employers' vice-chairman, and Mr. Poulton was re-elected workers' vice-chairman.

The Workers' Group announced that they had chosen Mr. Johanson, of Sweden, to take the place of the late Mr. Thorberg on the Governing Body.

The Governing Body then proceeded to examine the draft reports prepared by the International Labour Office on the application of the eight Conventions adopted by the International Labour Conference at its Washington and Genoa sessions, 1919 and 1920.

As regards two of these Conventions, that concerning employment for seamen and minimum age for employment at sea, there were no proposals for revision. Accordingly, the Governing Body decided that, as far as these Conventions were concerned, there was no cause for opening the procedure of revision. The reports on their application will therefore be simply laid before the Conference of 1931.

As regards the other Conventions in question, three communications were laid before the Governing Body. The first originated from the German Government, and proposed that a clause should be inserted in the Convention concerning unemployment, providing for the abolition of employment agencies run for private gain. The second, submitted by the Swedish Government, requested that the revision procedure should be opened in the case of the following Conventions: Hours of work in industrial undertakings, employment of women before and after childbirth, minimum age for admission to employment in industry, and night work of young persons in industry. The third originated from the British Government, and proposed that a modification should be made on a particular point in the Convention concerning night work of women in industry.

The Governing Body first of all decided that it was not desirable to revise the Convention concerning unemployment. The report on the application of this Convention will therefore be submitted to the 1931 Conference.

As regards the question raised by the German Government concerning private employment agencies, however, the Governing Body instructed the International Labour Office to submit to it, at its session in October next, a summary of the legislation and practice obtaining on this matter in the various countries. After having examined this material, the Governing Body will be in a position to decide whether the question of private employment agencies should be inscribed on the agenda of the International Labour Conference with a view to the adoption of a special Convention on the matter.

It was decided that the procedure of revision should not be instituted in the case of the Conventions concerning the employment of women before and after childbirth, the night work of young persons in industry, and the minimum age for admission to employment in industry. The reports on the applications of these Conventions will, therefore, also be transmitted to the 1931 session of the Conference.

The Governing Body then turned to the Swedish proposal for setting the procedure of revision on foot in the case of the Washington Convention on Hours of Work in Industry.

After a discussion in which members of all three Groups took part, the Governing Body first of all rejected, by 14 votes against 6 and 3 abstentions, a request that the decision be adjourned. Thereafter it decided, by 14 votes against 7 and 2 abstentions, that the question of the revision of the Hours Convention should not be inscribed on the agenda of the Conference. The report on its application, as drawn up by the Office, will therefore go before the Conference next year.

Finally, by 12 votes against 10, the Governing Body decided that there was a prima facie case for revising the Convention concerning the night work of women. The Office will therefore despatch the report prepared by it on the application of this Convention to the Governments of the States Members, asking them at the same time to express their opinion on the following two points specially noted by the Governing Body: the meaning to be attached to the word "women" as used in the Convention; and the question of the hours at which, for the purposes of the Convention, the night begins and ends.

The Governing Body then examined the record of the last sitting of the advisory Committee on Professional Workers, and decided to place on the agenda of the next session of this Committee the question of the essential principles to be embodied in a collective agreement for journalists. A mixed sub-committee, to be appointed from among the members of the Committee, will draft a study on this matter, with the help, if necessary, of experts both editors and journalists. On the subject of inventions by salaried workers, the Governing Body decided not to take a final decision until categories of workers other than professional workers, and also the Committee on Salaried Employees, shall have expressed their opinion. As regards the placing of theatrical artistes, on the other hand, the Governing Body decided that an additional question should be inserted in the questionnaire which is sent to Governments each year in pursuance of Article 408 of the Peace Treaty. This question will refer to the application to theatrical artistes of the Washington Convention on Unemployment, in which provision is made for the establishment of a system of free employment agencies. The Governing Body further recalled that the question of the suppression of fee-charging employment agencies would in any case be placed before the Governments, owing to the proposal made by the German Government to transform the paragraph of the Washington Recommendation in which this suppression is contemplated into a Convention.

On the question of unemployment of professional workers, the Governing Body has requested the International Labour Office to obtain from the Committee on Professional Workers more precise details as to the occupational classes which should be included in the new report which is to be prepared, and which will deal with the recruiting of professional workers, their vocational guidance and their placing either in their own or in another country, and also with the steps taken in the various countries to create welfare and provident centres.

As regards the rights of performers in connection with broadcasting and mechanical music, the Governing Body requested the Office to prepare a preliminary report.

The record of the first session of the Migration Committee, held in Paris on 2 May, was also considered, and the Office was instructed to prepare a report in order to guide the Governing Body in its consideration of the various labour questions which might be raised in connection with the second Conference on the Treatment of Foreigners. Before being submitted, this report will be examined by the Migration Committee.

A proposal of the Employers' Group for the drawing up of regulations dealing with the composition and working of Committees set up by the Governing Body was also examined. The Workers' Group declared itself in principle in agreement with this proposal, but reserved its attitude on practical details. After a general discussion, the proposal was referred to the Standing Orders Committee.

The Governing Body next adopted the report of its Standing Orders Committee on certain questions affecting its own Standing Orders and those of the Conference. Various matters connected with the organisation of the fourteenth session of the Conference were dealt with, and decisions were taken concerning the composition and working of certain Committees. The Deputy Director's proposed visit to Canada and the United States was approved.

The fiftieth session of the Governing Body will begin on 6 October and will be held at Brussels. The Committee on cost-of-living and wage statistics will meet in the same town on 7 October, and the Social Charges Committee on 13 October.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 31 July, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 403 (including 9 conditional ratifications).

At the same date, the number of conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 30.

The number of new ratifications registered during June and July, 1930, was 14.

Denmark ratified the Convention concerning the rights of association and combination of agricultural workers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

Greece ratified the Convention concerning the minimum age for admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, both adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The Irish Free State ratified: the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Convention concerning the weekly rest in industrial undertakings; the Convention concerning the minimum age for admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); the Convention concerning the simplification of inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926); the Convention concerning seamen's articles of agreement, and the Convention concerning repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926); the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928); the Convention concerning the marking of the weight on heavy packages transported by vessels, and the Convention concerning the protection against accidents of workers employed in loading or unloading ships, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

ENCYCLOPÆDIA OF INDUSTRIAL HYGIENE.

The International Labour Office is publishing, in two large volumes, the first of which appeared recently and the second of which is in the press, an *Encyclopædia of Industrial Hygiene*, which had first been issued in separate brochures. This new edition contains many modifications and additions, which had become necessary in view of the discoveries, new methods, and fresh data which technical investigations have furnished since the original articles were written. It is, therefore, not only a new, but also a revised and augmented edition of the work.

This publication is intended not only for doctors, but also, and specially, for industrial workers, manufacturers, and their respective organisations. Its principal aim is to secure the widest possible publicity for the essential facts, knowledge of which is required in order to trace the presence of occupational diseases, and for the best methods of combating such disease, and generally to lay down the guiding principles towards the better protection of industrial workers.

In order to draw up the scheme of this work, and also for writing certain articles, the International Labour Office had recourse to the assistance of various members of its Correspondence Committee on Industrial Hygiene, and also of leading experts in various countries, whose competence rendered their aid especially valuable in this connection.

In the preface to the first volume of the *Encyclopædia* Mr. Albert Thomas, Director of the International Labour Office, recalls the origin of this work, and explains its character and its importance. In 1919 the International Labour Conference held in Washington had requested the International Labour Office to draw up " a list of the chief occupations which may be considered unhealthy." The mass and complexity of those occupations which in one way or another may be called unhealthy, the constant and rapid development of industrial technique, which daily removes certain unhealthy elements and daily introduces new ones, the indeterminate nature of the very term " unhealthy," which does not present the same aspect at different times and in different countries—all these factors were found to render the drawing up of a list such as was required almost impossible, at any rate if a complete and permanent result was desired.

The idea, therefore, arose of substituting, for the list of unhealthy occupations which the Conference had requested, a kind of encyclopædia in which would be analysed, from the three-fold point of view of the work which has to be done, of the worker who does it, and of the place where it is performed, the innumerable branches of human activity, the nature of the materials employed, the various operations of handling and transformation, the possible sources or agents through which poisoning or disease may come, the statistical material relating to what is known of their results, symptoms, diagnosis, treatment, prevention, and the existing protective legislation.

" A difficult task," writes Mr. Thomas. " It is exposed to the criticism of being neither complete nor definitive, but how could this be prevented ? No man can claim to define for good and all what is essentially a matter of life, evolution and progress : if the development of industrial technique can create new dangers for the workers with every passing day, on the other hand that same development and the progress of hygiene may at the same time do away with certain dangers still prevailing, which it is our duty to discover and to analyse. It is therefore one of the virtues of this work that it is not final, that it applies only to a moment in industrial life and in labour hygiene, and that it requires constant revision and bringing up to date to retain its scientific and practical character. It fulfils a double function, as do all the investigations and researches undertaken by the International Labour Office, whose true object is to place science at the service of life."

The *Encyclopædia of Industrial Hygiene* is neither a work of propaganda nor a simple treatise on medicine and hygiene ; nor does it throw any new light on any particular point. It limits itself to summarising all that is known at present in a scientific sense, and the figures which it quotes are extracted from various statistical returns merely by way of example. It endeavours to compromise between a purely scientific work designed for research students and a work of popular appeal. It seeks to give to workers, to employers, to their organisations, and to practising doctors, a collection of facts sufficient to enable them to discover, to overcome, or to prevent, occupational diseases whose economic consequences are as harmful to production as their social consequences are fatal to the working classes.

After having paid a tribute to the notable scientists who have taken part in the compilation of the *Encyclopædia*, or who have revised it, Mr. Albert Thomas goes on to explain that by means of this collaboration, spread over a number of years, the International Labour Office has acquired a clearer prospect of the scope of its task. " The preamble to Part XIII. of the Treaty of Peace assigns to the Office, among other urgent tasks, that of furthering the protection of workers against illness and occupational diseases. By giving the weight of their signature to this principle, the States parties to the Treaty seem to signify their approval of Lord Beaconsfield's saying that ' the health of the people is the problem to which we must give the first place.' By putting the latest discoveries of science before those concerned, and by placing the essential psychological, physical and pathological knowledge at the disposal of the legislator, the office is co-ordinating, strengthening and carrying forward all the efforts of those who have sought to protect human existence where it was threatened, openly or insidiously, by modern industrial technique."

After recalling the progress of ideas in the matter of occupational diseases, Mr. Albert Thomas has no hesitation in asserting that modern society will not tolerate their survival. Now that their origins and causes are known, prevention is only a question of will and organisation. " There are enough other sufferings," he writes, " enough sorrows awaiting mankind without this. A thinker has written that life should be devoted to work, and work rendered harmless to life. Work must be healthy to be cheerfully and willingly undertaken, and in order that certain grievances may disappear which, in the words of Part XIII. of the Treaty of Peace, ' imperil the peace and harmony of the world.'

" May the task patiently and quietly undertaken by the Office, now offered not only to the judgment of workers, employers and the community, but above all for their use, contribute its due share to this great ideal. All our endeavour has been to render science a stimulus to action. We shall have attained our goal if it becomes a serviceable stone in the edifice which the next years must see built—the international code of health in industrial labour."

FREEDOM OF ASSOCIATION.

The fifth and last volume of the study compiled by the International Labour Office on *Freedom of Association* has just been published. A task is thereby completed, the importance of which it is hardly necessary to emphasise.

The first volume of this series, which will certainly remain one of the most notable achievements of the Office, was published in December, 1927. It was devoted to a comparative analysis of the legal status of trade unions in the various countries.

In the subsequent volumes appeared studies in which not only the trade union legislation but also judicial proceedings and administrative methods, as well as the practical position of unions, were investigated country by country.

The second volume dealt with the following countries : Great Britain, Ireland, France, Belgium, Luxemburg, Netherlands, Switzerland ; the third volume with Germany, the former Austro-Hungarian monarchy, modern Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden and Finland ; the fourth volume with Italy, Spain, Portugal, Greece, Yugoslavia, Bulgaria and Rumania.

The fifth volume, just published, contains studies on the United States, Canada, Latin America, South Africa, Australia, New Zealand, India, China and Japan.

It is hardly necessary to point out the particular importance of that part of the work which relates to the United States. Freedom of association in that great industrial country presents itself in a light somewhat different to that which obtains in other countries ; the position in the United States is exceedingly complicated, and as it was found that some of the sources which it was desired to consult were unobtainable abroad, it did not seem possible to the International Labour Office itself to undertake the preparation of this report. The study was therefore compiled in the United States by persons possessing special qualifications for the task, while the Office maintained general control and took charge of the work of publication.

The study on Latin America deals with Argentina, Brazil, Chile, Columbia, Peru, Uruguay, Venezuela, Guatemala, Nicaragua, Costa Rica, Salvador, Honduras, Panama and Cuba. A special study on Mexico will be published as an appendix.

If we remember that the International Labour Office has in addition devoted a special study to the " Trade Union Movement in Soviet Russia," we shall have some idea of the scope of the documentation which has been collected on this problem, which is one of fundamental importance to modern society. The trade union is, in fact, the keystone to modern social organisation. It came into being in answer to an imperative demand of social life itself, and no legislator may ignore that fact. Although the International Labour Conference at its 1927 Session did not see its way to retain the question of freedom of association on the Agenda of its 1928 Session, and although, therefore, the question of an international guarantee of that freedom has never been raised, the scientific investigations of the problem have lost nothing in interest. The considerable work which has been done by the Office can only contribute towards clearing the uncertainty which still prevails in many circles on the nature and the extent of that freedom, a freedom based on the principle which is at the very heart of the programme which the Treaty of Peace lays down for the International Labour Organisation.

METHODS OF COMPILING STATISTICS OF RAILWAY ACCIDENTS.

The International Labour Office has lately published, in its " Studies and Reports " series, a report on methods of compiling statistics of railway accidents. This report is the second of those dealing with accidents affecting particular categories of workers, the first having been concerned with accidents in coal-mines.

The dangers of accidents inherent in the development of railway travel have always presented a special measure of interest, for the running of railways involves certain dangers which are not found elsewhere, and to which not only railway workers but also passengers and the general public are exposed. These considerations have induced the majority of countries to compile special statistics on accidents occuring on railway systems, apart from the general statistical investigations into industrial accidents. In the report of the International Labour Office, only the dangers to which railway workers are exposed in the exercise of their duties are dealt with.

Comparisons of the relative risks of railway accidents in various countries are made difficult owing to the great diversity of methods adopted to draw up statistics. In this report, therefore, an endeavour has been made to analyse those differences and to discover by what means and in what sense, it might be possible to establish an international comparison at some future date. As in the case of coal-mining accidents, the chief difficulty turns upon the divergent interpretations and definitions of types of accidents and types of casualties which are included in the statistics, with the scope and limit of the risks involved, and with the valuation and classification of those risks according to their causes. These, therefore, are the various points which are specially dealt with in the report.

An appendix of forty-five pages contains notes on statistics of railway accidents in the following countries : Australia, Austria, Belgium, Bulgaria, Canada, Czechoslovaika, France, Germany, Great Britain, Hungary, India, Italy, Japan, Netherlands, Norway, Poland, Portugal, Rumania, Sweden, Switzerland, and the United States.

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Monthly Summary of the International Labour Organisation

1930. No. 8 AUGUST

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 31 August, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 404 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was 29.

During the month of August, 1930, *Belgium* ratified the Convention concerning unemployment, adopted by the International Labour Conference at its First Session (Washington, 1919).

THE INTERNATIONAL LABOUR ORGANISATION AND THE FREE CITY OF DANTZIG.

It will be recalled that at its Session held in April, 1930, the Governing Body of the International Labour Office had decided to submit to the Permanent Court of International Justice, for its consultative opinion, the question whether "the special legal status of the Free City of Dantzig allowed it to become a Member of the International Labour Organisation."

Following upon this decision, the Director of the International Labour Office requested the Secretary-General of the League of Nations to place the matter before the Council of the League of Nations; the latter, in May, 1930, decided to give effect to the request of the Governing Body and to seek the opinion of the Permanent Court.

The matter was discussed by the Permanent Court of International Justice on 4, 5, 6 and 7 August. On this occasion the President of the Court was Mr. Anzilotti (Italy), the other members being Messrs. Huber (Switzerland), Loder (Netherlands), Nyholm (Denmark), de Bustamante (Cuba), Altamira (Spain), Oda (Japan), Fromageot (France), Sir Cecil Hurst (Great Britain), as titular judges, and Mr. Yovanovitch (Yugoslavia) as substitute judge. Mr. Pessôa (Brazil) was prevented by illness from attending the session.

The Court examined written statements submitted to it, and heard Mr. Erich Kaufmann, who presented the case for the Free City of Dantzig; Mr. Szymon Rundstein, who expressed the opinion of the Polish Government, and Mr. Albert Thomas, Director, and Mr. Morellet, Legal Adviser, of the International Labour Office.

The Court pronounced its opinion on 26 August. By 6 votes to 4 it replied in the negative to the question which had been put to it. Of the minority, three members, Messrs. Anzilotti, the President; Huber, Vice-President, and Loder, a former President, explained their reasons for disagreeing. Messrs. Anzilotti and Huber in addition expressed their personal opinion.

The Court, in its consultation verdict, first of all expresses its view that the question involves the consideration of certain repercussions which, owing to the special legal position of Dantzig, might follow upon its admission to the International Labour Organisation; and that a further question relevant to the first is whether Dantzig, after having been admitted, would be in a position to participate in the activities of the Organisation.

In order, therefore, to understand clearly the special legal position of the Free City, the Court first of all examines the relevant documents, that is to say, Articles 102 to 104 of the Treaty of Versailles, and certain provisions of the Convention of 9 November, 1920, between Dantzig and Poland. The Court concludes that the legal position of the Free City involves two elements: its special relation towards the League of Nations, under the protection of which Dantzig has been placed for the safeguard of its constitution, and a second special relation towards Poland, which is entrusted with the conduct of the foreign affairs of the Free City.

The Court is of opinion that the League's protection and constitutional guarantee do not make membership of the International Labour Organisation impossible. As regards the rights of Poland to conduct the foreign affairs of Dantzig—rights which, in so far as they restrict the independence of the Free City, constitute an essential characteristic of its political constitution—the Court is also of opinion that provided certain conditions were fulfilled, there would be no obstacle to the admission of Dantzig to membership of the Organisation. Nevertheless, the Court emphasises the fact that, if Dantzig is entitled to see that nothing is done to her prejudice, Poland on her side also has the right to refuse to contemplate any measure which will be contrary to her own interests.

The verdict of the Court thereupon proceeds to summarise the methods through which the International Labour Organisation fulfils its tasks; and comes to the conclusion that in order to ascertain whether the special legal position of the Free City is compatible with membership of the Organisation, it is essential to realise the fact that Dantzig is not in a position to oblige Poland to undertake measures contrary to the interests of the latter in the conduct of its own foreign affairs.

The Court is of opinion that a proportion of the activities of the International Labour Organisation, such, for instance, as the ratification of Draft Conventions or the filing of a complaint against a Member for failure to comply with the provisions of a Convention do fall within the category of "foreign affairs"; in all such cases, therefore, the consent of Poland would be an essential preliminary to any action on the part of the Free City, and might possbily be withheld.

The Court accordingly considers that the Free City of Dantzig could not participate in the work of the International Labour Organisation until some arrangement had been concluded between itself and Poland, designed to ensure that no objection would be made by the latter State to any action of the Free City in its capacity as Member of the Organisation. The Court further holds that if the agreement involved a modification of the special legal status of the Free City, it might be subject to a veto by the authorities of the League of Nations.

The prime motive for the negative reply given by the Court to the question put to it, therefore, is the absence of any such agreement.

The Court, in the course of its opinion, refers to the question of the general conditions for admission to membership of the International Labour Organisation, and more particularly to the possible connection between such membership and membership of the League of Nations; but only in order to point out that this question is not connected with that of the special legal position of the Free City, and that the Court has considered the case only from the point of view of the latter. Recalling, no doubt, the references made, in the statements submitted to the Court, to the participation of Brazil and the admission of Mexico, the Court declares that the opinion delivered by it must not be taken as prejudging in any way upon the larger question.

THE LAW RESPECTING COLLECTIVE AGREEMENTS OF AGRICULTURAL WORKERS IN GERMANY, AUSTRIA AND HUNGARY.

The International Labour Office has just published in the "Studies and Reports" series a report on *The Law on Collective Agreements of Agricultural Workers of Germany, Austria and Hungary.*

This study has been compiled in pursuance of a resolution adopted by the International Labour Conference at its Tenth Session (Geneva, 1927), which requested the Governing Body to consider the desirability of placing the subject of "General principles regarding collective agreements" on the agenda of a forthcoming Session of the Conference. In the view of Mr. de Michelis, the representative of the Italian Government, who had put this resolution before the Conference, the term "general principles" included such matters as the form of the collective agreement, its period of validity, its enforcement, the amount of the wages it regulated, the fines to be deducted from wages in certain cases, probation, questions relating to the Sunday rest, holidays, dismissal, compensation for dismissal, etc.

At the Forty-sixth Session of the Governing Body, held in October, 1929, attention was given to the necessity for undertaking preparatory investigations into the nature of collective agreements before placing this question on the agenda of the Conference; the International Labour Office therefore undertook to carry through these researches as rapidly as possible. The report just published deals with three countries—Germany, Austria and Hungary—in which it examines, with regard to the headings mentioned above, the position of the agricultural labourer.

The view is very widely held that persons who work on the land are, among the general body of wage-earners, those who exist and carry on their labours in the least favourable circumstances. Land-workers almost everywhere receive wages barely equivalent to those of the most poorly paid industrial worker; and they do not benefit, at any rate to the same extent, from labour protection legislation and the various forms of social insurance. This impression is strengthened by an examination of their legal status as workers, since the latter is also found to be less favourable in general than that of other wage-earners.

The existence of a special legal status for agricultural labour is explained by two main reasons. It is clear that the legislator who is considering the special conditions in which agricultural work is carried on—special conditions which are dictated by the processes of nature herself—will realise the impossibility of granting to agricultural workers, in the majority of cases, the same position in law as to industrial workers or craftsmen. Their special position, however, is also explained through the fact that legislation has attempted to take into consideration certain labour conditions which are only found in agriculture. Among these mention must be made, in the first place, of the necessary proximity of the place of work and the habitat of the worker—a proximity which often results, if the employer and the employed live in the same building, in making the position of the latter somewhat analogous to that of a domestic servant. There is nothing surprising in the fact that the continuance of such close contact between the employer and the worker—which in the days of artisanship was the habitual position of all workers—should have led, in the case of agriculture, to the survival of ancient customs which are no longer in harmony with the modern conception of the legal status of the wage-earner. In addition, it must be remembered that the organisation of agricultural workers into trade unions has only reached a very early stage of development, and that they have not, therefore, been able to win such advantages as have been extracted by the older and more powerful associations of industrial workers.

In a number of countries the inferior status of agricultural workers results from the fact that they can only avail themselves of the general or common law, whereas industrial workers are able to avail themselves of special protective legislation. Wherever special provisions are drawn up for agricultural labour, they approximate to those which govern the position of domestic staffs ; the result being that such special provisions only apply to agricultural workers who live in the same house as their employer. In this respect, the legal provisions which are found to exist in Germany, Austria and Hungary present a special interest, since they not only apply to farm servants but to all wage-earners whatsoever employed in agriculture. In addition, the legislation of these three countries is, so to speak, in a transitional stage between the past and the future ; a number of its provisions can only be considered as antiquated, but there are to be found evidence of a genuine effort to introduce modern conceptions of labour law in the realm of agriculture. It's significance therefore lies in the fact that it constitutes a first step towards a modern conception of agricultural labour legislation.

FORTHCOMING MEETINGS.

October 7, 1930 : Brussels.—Committee on Cost of Living and Wages.

October 7–12, 1930 : Brussels.—Fiftieth Session of the Governing Body of the International Labour Office.

October 13–14, 1930 : Brussels.—Committee on Social Charges.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 30 September, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 408.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered at the Secretariat of the League of Nations, was 28.

During the month of September, 1930, four new ratifications were registered.

Germany ratified the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

France ratified the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

Italy ratified the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928), and the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE ELEVENTH ASSEMBLY AND THE INTERNATIONAL LABOUR ORGANISATION.

During the recent Session the Assembly of the League of Nations took a number of decisions affecting, more or less directly, the International Labour Organisation.

In the first place, the Assembly adopted unanimously, without discussion or amendment, the proposed budget for 1931 which the Director had submitted in the name of the Governing Body, and which had been referred to the Assembly by the Supervisory Commission with favourable comments. In conformity with the authorisation given him by the Governing Body, the Director took advantage of these circumstances to point out the need for expanding the Office, and announced that the Governing Body would without doubt present a building programme next year. The Fourth Committee received this communication without formulating any objection.

The Assembly proceeded to a detailed examination of the Report of the Committee of Thirteen, set up last year to study the question of improving the status of the staff of the Secretariat of the League of Nations, of the International Labour Office and of the Permanent Court of International Justice. In the course of the debates which took place in the Fourth Committee on this subject, the Director intervened on various occasions to explain the regulations in force in the Office up to date, and the manner in which they might be revised and adapted in order to conform to the new principles proposed to the Fourth Commission and the Assembly by the Committee of Thirteen.

The Assembly decided that the new regulations would apply to the staff of all three international institutions. It will be recalled that this uniformity of conditions of service was, as far as the Office was concerned, an essential point. As a matter of fact, the Fourth Committee and the Assembly both recognised that nothing could justify the present inequality of conditions within the same town, since the tasks assigned to the International Labour Office required for their fulfilment, in the same degree as those assigned to the Secretariat, fully qualified international and local staffs.

The Director, nevertheless, was careful to point out, both before the Committee of Thirteen and the Fourth Committee, the rights and functions of the Governing Body, of which mention was duly made in the report adopted by the Assembly.

In the main, the provisions adopted by the Assembly have the effect of strengthening the international character of the staff. As regards the duration of contracts, the Assembly decided to substitute contracts of indeterminate length for those of 21 and 28 years, except in the case of the highest grades, and opined for the creation of a temporary class on lines more systematic than formerly. The suppression of the distinction between Members A and B was determined, so that henceforward there will only be one class of Members of Section, both in the Office and in the Secretariat. Thus a unity of regulations is secured, the absence of which might have caused some uneasiness.

The Assembly also approved the institution of a system of pensions covering the whole of the staffs.

As was generally expected, the Assembly devoted particular attention to economic problems ; in this field it could not fail to come into contact on various points with the work of the International Labour Organisation. Thus the report of the Second Committee, adopted by the Assembly, mentions repeatedly the work of the Office and of the Conference.

On the subject of coal, in particular, the report recalls that soon after the 1929 Assembly the Economic Committee summoned a mixed gathering of experts, including the two groups who had already presented reports on previous occasions.

The experts were able to examine and discuss very fully various possibilities of international collaboration which had been laid before preceding meetings, and among which was included that of an international organisation grouping together delegates from Governments, workers, producers and consumers. Several international aspects of the question were also examined, such, for instance, as the lessening of artificial restrictions on the production and distribution of coal.

The discussion proved exceedingly useful and furnished valuable information and suggestions. Nevertheless, the various proposals for co-operation were not drawn with sufficient clarity to enable the Economic Committee to arrive at precise conclusions. The report adds :

> " It seemed necessary, moreover, to await the further progress of the work which is proceeding under the auspices of the International Labour Office on the adoption of international measures about conditions of work, and, in particular, hours of work in coal-mines. It will be remembered that, in June last, the International Labour Conference had before it a draft Convention, which did not obtain the necessary majority of votes and is to come up again at the next session of the Conference.
>
> " The Economic Committee will be in a position to resume its study of the question as soon as circumstances allow it to do so."

On the subject of unemployment, the work of the International Labour Office is commented upon in the report of the Second Commission :

> " In regard to one of the symptoms, and at the same time one of the most painful consequences, of the depression, viz., *unemployment*, the Committee understands that the International Labour Office is already inquiring into this question and into the movements of wages. It hopes that it will be possible to utilise the results of this inquiry for the projected study of the development and phases of the prevailing depression. It expresses the hope that close and continuous contact will be established to the greatest possible extent between the League of Nations Economic and Financial Organisation and the International Labour Office with a view to utilising the specialised experience of the competent organisation in connection with any other economic question that affects the interests of labour. This would apply, in particular, to the question of coal, which, as stated above, has been the subject of study and discussion by the League and which has formed the subject of a communication from the International Miners' Federation emphasising the pressing nature of this question. The Assembly cannot leave out of account the efforts which have been made by the International Labour Office, on the one hand, and the Miners' International Federation on the other, to solve this important question in accordance with the general interest.
>
> " The Committee considers that the general interest is the interest also of the consuming countries. Provision should accordingly be made for the co-operation of the latter in all future inquiries or meetings."

Finally, the resolution adopted by the Second Committee, in the first place, and by the Assembly in the second, as a conclusion to the debates, contains the two following paragraphs, the importance of which it is hardly necessary to emphasise in connection with the development of collaboration between the Economic and Financial Section of the League of Nations and the International Labour Organisation :

> " (16) The Assembly, impressed by the seriousness of the present situation, by the general recession of employment and trade, by the constant recurrence of such periods of economic depression and the failure up to the present to discover any concerted means for averting the losses incurred, resolves that the Economic and Financial Organisation of the League, which has already been studying the causes of fluctuations in the purchasing power of gold and their effect upon the economic life of

the nations, should undertake the study of the course and phases of the present depression and the circumstances which led up to it, and for this purpose it should collect the information compiled by institutions already in existence in different countries, centralise such information and, where necessary, fill up any gaps that exist.

" For this purpose the Economic Organisation, advised by, in particular, the Economic Consultative Committee, should put itself in touch with national organisations, whether consultative or planning councils or research institutions concerned with this matter, and should further, with their aid, consider by what means the work now being conducted on the problem of the recurrence of periods of economic depression may be coordinated.

" Believing that the restoration of prosperity in the countries which are mainly concerned with agriculture and the production of raw materials is not only a worthy object in itself, but that it will also contribute to the restoration of prosperity in other countries, the Assembly desires that, in the course of the comprehensive inquiry into world economic depression referred to in the present recommendation, special attention should be devoted to the programme and investigations recommended by the agricultural experts who met at Geneva in January, 1930, and to the result of the work carried out by international organisations specially qualified in such matters.

" It also recommends that, in connection with these investigations, account should be taken of the results of the inquiry conducted by the International Labour Office into unemployment and the work of other competent international bodies on this subject, in order that the Economic and Financial Organisation, having collected all the available information, may examine at the right moment the advisability of international action, due regard being had to the economic, financial and demographic aspects of the labour problem, including the question of raw materials.

" (17) In general, the Assembly recommends that, in the case of questions within the competence of other public bodies, the Economic Organisation should take advantage of the work and secure the assistance of the latter, particularly in regard to labour (International Labour Office) and agriculture (International Institute of Agriculture). The Assembly regards such continuous co-operation as an essential factor in the rationalisation of international activities."

This collaboration, corresponding both to the letter of the Treaty of Peace, which assigns the question of unemployment to the International Labour Organisation, and to the anxieties manifested at the Labour Conference during recent years, was dwelt upon by the Rapporteur of the Second Committee for economic matters, Mr. de Michelis, member of the Governing Body of the International Labour Office. Nevertheless, it gave rise to a discussion within the Second Committee before the adoption of the report. A number of speakers, however, among them Mr. Jouhaux, also a member of the Governing Body, insisted upon the adoption of the text proposed by the Rapporteur, which was duly secured.

The Fifth Committee, again, in its examination of the possibility of improving penal administration and the desirability of an international Convention concerning treatment of prisoners, did not forget that the International Labour Office was studying the question of labour in prisons from the double aspect of competition with free labour and of the conditions of labour of the prisoners themselves. The following resolution was proposed to the Assembly and adopted :

" The Assembly,

" In view of the Secretary-General's report on improvements in penal administration and of the 'Standard Minimum Rules for the Treatment of Prisoners,' drafted by the International Prison Commission ;

" Requests the Council to communicate the above Rules to the Governments of States Members and non-Members of the League of Nations for their consideration and to invite those Governments to furnish, in due course, a report on the said Rules with reference to prison administration in their own countries ;

" Requests the Secretary-General to submit the said Rules of the International Prison Commission to the International Labour Office, the Health Committee, the Economic Committee, the Commission for the Protection and Welfare of Children and Young People, the Association internationale de droit pénal and the Union internationale de droit pénal, and to confer with representatives of the International Prison Commission for the purpose of considering the best way in which the League of Nations can co-operate with that Commission for the improvement of prison administration.

" The Secretary-General is requested to submit a further report on the question to the next Assembly."

Finally, the discussions of the Sixth Committee on slavery were of the highest interest for the Office, by reason of the connection between this question and that of forced labour. The Committee considered a British proposal suggesting the institution of a permanent Slavery Commission, assisted by a permanent secretariat. According to the opinion of the British Delegation, the difficulties which still prevent the suppression of slavery and of slave traffic would be considerably diminished by the institution of a permanent organism set up under the authority of the League of Nations and charged with the collection of exact information upon the present state of slavery. The commission, the creation of which the British Delegation urged, would have examined the reports received by the States signatory to the 1926 Convention, in accordance with Article 7 of that Convention, and also the confidential reports drawn up by the permanent secretariat, which would have been annexed to them. The commission would also have had the right to invite States, whether signatory or not to the Convention, to supply any information or explanation required and to proceed, with the approval of the other interested Governments, to inquiries on the spot.

This proposal was not adopted, and the question was adjourned until next year, in accordance with the following resolution :

> " The Assembly,
>
> " Having taken note of the communications received from a large number of Governments in pursuance of the resolution of the Tenth Assembly ;
>
> " Observing that the number of ratifications of the Convention of September 25th, 1926, has risen in one year from twenty-nine to thirty-four, but that the information furnished by the States Members of the League has not so far been such as to give an accurate idea of the present general situation in regard to slavery ;
>
> " Desiring, however, to wait until next year for the results of the procedure now in force ;
>
> " Postpones, provisionally, consideration of any possible changes in this procedure ; and
>
> " Invites the States Members of the League and States non-Members to amplify the information they have already given by furnishing all such particulars as may assist the Assembly to form an idea, not only of the conditions that prevail in their own territories, but of the present general position in regard to slavery."

THE JOHANNESBURG CONFERENCE ON SILICOSIS.

Between 13 and 27 August there was held at Johannesburg, South Africa, an International Conference, summoned by the International Labour Office with the assistance of the Transvaal Chamber of Mines and the Government of the Union of South Africa, in order to study the medical aspects of the dangerous occupational disease known as silicosis.

This Conference, the first held outside Europe under the auspices of one of the institutions of the League of Nations, was designed to enable experts from different countries to exchange opinions and to compare experiments, and also to become acquainted on the spot with the achievements of the Miners' Phthisis Bureau of South Africa.

Delegates from eight different countries participated in the Conference : Messrs. Böhme and Koelsch (Germany), Charles Badham, W. E. George, Keith R. Moore (Australia), Grant Cunningham (Canada), S. W. Fisher, Arthur J. Hall, E. H. Kettle, E. L. Middleton (Great Britain), Loriga (Italy), W. R. H. Kranenburg (Netherlands), A. B. du Toit, A. E. Girdwood, L. C. Irvine, Spencer, Lister, A. Mavrogordato, A. M. Moll, A. J. Orenstein, Hans Pirow, F. G. A. Roberts, W. Steuart (Union of South Africa), L. U. Gardner and A. E. Russell (United States of America).

It will be observed that the United States, in accordance with their policy of participation in the humanitarian work of the Office, were also represented at the Conference by two delegates.

The proceedings were opened by Mr. Sampson, Minister of Posts and Telegraphs, at a public sitting held in the Selborne Hall, Johannesburg, on 13 August, 1930. Mr. Sampson dwelt on the importance of the problem of silicosis and the enormous expense involved in medical care and compensation, for which purposes an average of £1,000,000 a year is spent by the mining industry of the Rand ; he outlined the work done in South Africa to combat this disease, and stressed the great value of the international collaboration of which this Conference was the first manifestation.

The Conference appointed as its chairman Dr. Irvine, President of the Miners' Phthisis Bureau. and Sir Spencer Lister, Director of the South African Institute of Medical Research, and Dr, Albert Russell, of the United States, as vice-chairmen.

The Conference also appointed an Executive Committee, consisting of the chairman and vice-chairmen, and of Drs. Moore, Böhme, Kranenburg and Orenstein.

For the main part the sittings were devoted to discussions of each of the three groups of problems submitted to the Conference : prevention, medical aspects and compensation.

The following were appointed as rapporteurs :—

Prevention : Dr. Loriga (Italy) ; Dr. Badham (Australia) ; Mr. Roberts (South Africa).

Medical aspects : Dr. Middleton (Great Britain) ; Dr. Gardner (United States) ; Dr. Orenstein (South Africa).

Prognosis, compensation and after-cure : Dr. Cunningham (Canada) ; Professor Hall (Great Britain) ; Dr. Koelsch (Germany).

The reports drawn up were discussed at great length by the Conference and amended in some respects before final adoption. General agreement was secured to a very satisfactory extent on all the various headings discussed. In each case the report closes with a number of recommendations upon which the Governing Body of the International Labour Office will be requested to take decisions.

These recommendations are classified in four groups :

(*a*) Recommendations laying down the general principles to be followed in the matter of prevention, compensation and after-care ;

(*b*) Recommendations concerning researches with a view to securing uniformity of terminology and of radiological technique ;

(*c*) Recommendations urging the absolute necessity of pursuing scientific researches ;

(*d*) Recommendations suggesting collection of further information concerning the incidence and development of the disease and the study of methods of rehabilitation.

Finally, the Conference requested the International Labour Office to publish periodically a bibliography on the subject of silicosis.

The Conference was in certain respects an experiment. Apart from the valuable conclusions it reached on the subject under discussion, it has proved to be a useful first experience in collaboration between the Office and the scientific world. It is to be hoped that the precedent thus established will be followed in a more and more fruitful manner as the work of co-ordination of researches recommended by the experts proceeds.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 October, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 408.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

It is to be noted that Latvia, which in 1926 had conditionally ratified the Convention concerning Unemployment Indemnity for Seamen in Case of Loss or Foundering of the Ship, has forwarded to the Secretary-General of the League of Nations a fresh instrument of ratification in which the reservation attached to the 1926 Act of Ratification no longer figures. The Convention now therefore applies to Latvia unconditionally.

THE FIFTIETH SESSION OF THE GOVERNING BODY.

At the invitation of the Belgian Government, the Governing Body of the International Labour Office held its Fiftieth Session in Brussels from 7 to 12 October, 1930.

Mr. Heyman, Belgian Minister of Labour, opening the Session, welcomed the members of the Governing Body, and dwelt upon the constant support which his country had given to the Organisation. "Belgium," he said, "regards the adoption of International Labour Conventions, subsequently ratified and observed by those States which have adhered to them, as a sure pledge of success in the progressive improvement of the position of the workers. It has always sent complete delegations to the International Labour Conference, delegations to which it has endeavoured to give not only a real understanding of the constitution and rules which govern the working of the Organisation, but also as equitable a representation of the various interests involved as possible, together with the technical qualifications required by the special questions under discussion. It has been able to vote in favour of a very large majority of the Conventions and Recommendations adopted in the last eleven years, and has proved that the affirmative votes of its delegates were not empty formalities, since Belgium stands third in the list of States members for the number of ratified Conventions. Only three days ago an Act ratifying the Washington Unemployment Convention was published in the *Moniteur Belge*. This brings the number of Conventions which Belgium has ratified up to twenty, including the Convention concerning the eight-hour day in industry."

Mr. Heyman went on to say how greatly Belgium had appreciated the honour which the International Labour Conference had done it by electing Mr. Ernest Mahaim as President of its 1930 Session. In conclusion, he expressed the hope that the Governing Body's discussions at Brussels would be fruitful, and would represent another step towards the realisation of the aims of the International Labour Organisation.

Mr. Arthur Fontaine, Chairman of the Governing Body, thanked the Belgian Government for its invitation. He paid a tribute to the admirable work which Belgium had accomplished in all spheres during the first century of its national existence. He referred in particular to its contribution to the work of the International Labour Organisation.

"The Belgian Government," he said, "which in 1919 was represented by Mr. Vandervelde, one of the most influential members of the Commission on International Labour Legislation, has not ceased since that time to co-operate actively through all its successive governments with the International Labour Office. Belgium has ratified and applied a large number of International Labour Conventions; she follows methodically and continuously the work of ratification, and she takes up a clear and positive attitude towards all proposals in course of elaboration. Belgium was also the first of the great industrial countries to ratify the Washington Hours Convention. She did so unconditionally and without reservation, and has applied it loyally. The Hours Convention takes such an important place, morally and socially, in the work of the Organisation as a whole that the value of the example which Belgium has given to other nations can hardly be over-estimated."

Mr. Fontaine went on to speak in appreciative terms of the Belgian representatives who had taken an especially important part in the work of the Organisation, Mr. Mahaim, Mr. Armand, Mr. Julin, Mr. Mertens, Mr. Gérard, Mr. Lecocq. He paid a tribute to the memory of Mr. Jules Carlier, formerly Employers' Vice-Chairman of the Governing Body, whose death had recently occurred.

Mr. Poulton, on behalf of the Workers' Group, and Mr. Lambert-Ribot, on behalf of the Employers' Group, associated themselves with what the Chairman had said.

Mr. Albert Thomas, Director of the International Labour Office, also expressed his gratitude to the Belgian Government, which had done everything possible to enable the Governing Body to do its work at Brussels under the most satisfactory conditions.

" More than ever," he said, " we stand in need of fruitful discussions. Mr. Paul Hymans, Belgian Minister of Foreign Affairs, and myself have just been passing through some weeks of very difficult work in Geneva. At the Assembly of the League of Nations we found the atmosphere somewhat charged, owing to weighty electoral movements, ministerial crises and even, in some distant countries, revolutions. This Assembly met with unusual difficulties ; nevertheless, it accomplished its task, faithful to the Geneva spirit which enjoins that no visit shall end without some result, even if that result may seem to be limited or precarious. Our own tasks are in comparison modest and little known ; yet we cannot fail to be concerned and anxious when we see the assembled nations themselves preoccupied and worried, and it is this anxiety, during the last few weeks in Geneva, which brought us to consider our own position and to scrutinise our own activities under the searchlight of the great events which were taking place at our side. This examination, justified or not, has strengthened our hopes. As we examined economic difficulties, as we became aware of the prejudices, hesitations and apprehensions which impeded the setting up of a new economic organisation designed to secure positive economic co-operation between the nations, we felt that perhaps the main object of the Organisation, that of securing good living and working conditions for workers, coupled with the menace of unemployment affecting 12 or 15 million workers throughout the world, ought to act as a stimulus and be the necessary driving power to intensify the work of the League of Nations. Similarly, as we discovered, under the gloss of diplomatic language, the conflicts still prevailing among national sentiments, we felt that the task of social justice undertaken within our Organisation by the Governing Body and the Conference might prove an unequalled opportunity for conciliation and universal peace. The keynote of our charter is universal peace, achieved through social justice. The more, therefore, the ideal of social justice lives in the hearts of men, the more it will stir the masses and the more we shall be certain of helping to achieve universal peace.

" This, then, is the task which circumstances dictate to us, a duty which becomes more and more imperative. To fulfil it, we must feel around us wherever we are and in every country an ardent and steady desire for social justice."

It is in this spirit that the Director of the International Labour Office paid a tribute to the Belgium representatives who had made so great a contribution towards the work of the organisation.

" In conclusion," he added, " I may be permitted to dwell upon the great spiritual and moral support which has been given to us by the Belgian working class of every sect, among which I spent much time in my youth, and which has been distinguished by so many great men, great fighters, and great workers. Since we have altogether collaborated in this task, you will perhaps be grateful to me if I recall here the memory of a man with whom we worked enthusiastically, and whose name is especially linked with the Hours Convention : I refer to the late Joseph Wauters, lamented by the whole working class of Belgium. In this spirit we greet to-day industrial and working Belgium, a country which, although it is small on the map, is great by its loyalty, its courage, its impatience under the yoke, by its feeling for social justice and its will to achieve universal peace."

When the roll-call of members of the Governing Body was taken, the Chairman stated that it had given him especial satisfaction to hear an affirmative reply from Mr. Cantilo (Argentine Republic). The collaboration of the countries of South America, and especially the Argentine Republic, was necessary in order to ensure proper balance in the discussions of the International Labour Organisation. The whole Governing Body would warmly welcome the return of Mr. Cantilo.

Mr. Cantilo thanked the Chairman, and said that, whether absent or present, Argentina had never ceased to follow with interest the work of the International Labour Organisation.

We may note in this connection that the Argentine Republic has never ceased to be a member of the International Labour Organisation, even after it had left the League of Nations. In 1928, as in former years, a complete delegation from Argentina attended the Labour Conference, and it was in fact the leader of that delegation, Dr. Saavedra Lamas, who was elected President of the Session. In the same year the Argentine Republic was re-elected as a member of the Governing Body of the Office, to which she had been previously elected in 1922 and in 1925, and when she was considered as representing, in a sense, the whole of South America. Only after the change of Government had occurred in 1928, through the election of Mr. Irigoyen as President of the Republic, did the Argentine delegates no longer appear at the Sessions of the Governing Body. At the 1929 Session of the Conference similarly there was no delegation. Nevertheless, it will be recalled that the Conference received a communication from the Argentine workers through the workers' delegates from Chile, in which they expressed their great sympathy for the work of the Organisation and their keen desire once again to take part in it.

In addition, the Office has never ceased to despatch to the Argentine Government, which it still considered as a member of the Organisation, every summons and official document despatched to the States members. The Office had also given every assistance in its power to the Commission on Social Legislation set up in Argentina in order to draw up a draft Labour Code. It will thus be seen that the bonds now reaffirmed were never completely severed.

At the Governing Body, Mr. Jouhaux, in the name of the workers' group, associated himself with the words of the Chairman, and recalled that at the Session held in June last the workers' group had unanimously decided to make an appeal to the workers' organisations in Argentina in order to maintain contact. This appeal had now found a satisfactory answer.

The Governing Body then turned to the questions inscribed upon its agenda.

The first matter considered was that of the steps to be taken in order to give effect to the decision of the International Labour Conference concerning the inscription upon its 1931 agenda of the question of hours of work in coal mines.

By 16 votes against 5 the Governing Body adopted a Resolution declaring it to belong to the Conference itself to decide whether the question should be discussed once or twice. Nevertheless, as it is necessary to give the Conference the means of following either alternative, and since also the single discussion alternative appears the more likely of adoption, in view of the discussion which has already taken place at the 1930 Session, the Governing Body agreed that a draft questionnaire prepared by the International Labour Office should be despatched to the Governments, and instructed the Office to draw up for submission to the Conference, in case the latter decided to have one discussion only, a Blue Report containing one or more proposed draft Conventions drawn up on the basis of the replies of the Governments.

The Governing Body adopted a further Resolution, without prejudice to the question of whether there was to be a single discussion or a double discussion, or whether or not a separate Convention on hours of work in lignite mines was to be drawn up, in which it requested the Director of the Office to complete in due course the information given in the report on lignite.

The Governing Body went on to discuss what questions might be placed on the agenda of the 1932 Session of the Conference.

It had before it a report drawn up by the Office on the law and practice regarding fee-charging employment agencies, and it decided to place the question of the abolition of such agencies on the agenda of the 1932 Session.

The Governing Body also provisionally selected the question of insurance against invalidity, old age and death, the question of holidays with pay, and the question of unemployment insurance. The Office will prepare a statement on the law and practice as regards each of these questions for submission to the Governing Body at its January Session. In accordance with the Standing Orders, the Governing Body will, when it has these statements before it, decide at its January Session which of these questions are to be placed on the agenda of the 1932 Conference.

The Governing Body discussed the organisation of the Preparatory Technical Conference on Maritime Questions, which it had been decided to hold in 1931.

It decided that the Conference should take place in October of that year. It will include all countries whose seagoing vessels, not including vessels of under 100 tons, represent a total gross registered tonnage of over 250,000 tons. The twenty-one States in question, in order of tonnage, are as follows: Great Britain, Japan, Germany, Norway, France, Italy, the Netherlands, Sweden, Greece, Spain, Denmark, Canada, Brazil, Belgium, Australia, Argentina, China, Finland, Yugoslavia, Portugal and India. Each State will be asked to send one Government representative, one employers' representative and one workers' representative. The representatives may be accompanied by technical advisers. The Governing Body will be represented at the Conference by three members, one from each group. Any shipowners' and seamen's representatives on the Joint Maritime Commission who are not sent as members of their national delegations will be invited to attend the Conference but will not have the right to vote.

The Governing Body discussed the effect to be given to the resolutions adopted by the International Labour Conference last June.

Two of the resolutions are closely connected with the question of hours of work in coal mines. They will be brought to the notice of Governments in connection with the preparation of the next Session of the Conference, which will reconsider the whole problem.

The Governing Body decided to forward to the competent authorities of the League of Nations, and also to draw the attention of Governments, to a resolution by which the Conference expressed the conviction that, irrespective of the work of the International Labour Organisation for unifying working conditions in coal mines, an economic agreement should be concluded as soon as possible between the coal-producing countries.

In accordance with the resolution of the Conference concerning the preparation of children and young persons for a fully developed life, the Governing Body authorised the International Labour Office to make a preliminary study of the general tendencies of the movement for workers' education.

Another resolution of the Conference suggested that agreements should be concluded between the Governments of the principal industrial countries regarding the annual reports of their factory inspectors. The countries in question would agree to instruct their factory inspectors to pay special attention in the ordinary course of their duties to one or two special questions with which they would deal in greater detail in their yearly reports. The International Labour Office would then co-ordinate and publish the information thus obtained. The Governing Body decided to forward this resolution to Governments and to draw their attention to the advantages of the proposed procedure.

The Governing Body then considered a resolution of the Conference concerning the question of freedom of association. The Governing Body instructed the Office to make a study of the problem of freedom of association, on the understanding that it would be desirable to undertake its regulation by successive stages, such as the guarantee of the actual principle of freedom of association, the organisation and recognition of trade unions, the legal nature of their functions as regards labour questions, and so on. The Office will submit the conclusions of its studies to the Governing Body at its Session of April, 1931, so that the Governing Body may be in a position to decide which of the questions studied by the Office could be placed on the agenda of a future Session of the International Labour Conference.

The Governing Body then proceeded to discuss those decisions of the Assembly of the League of Nations which concern the International Labour Organisation.

It took note of the resolution of the Assembly which recommended that in connection with the enquiry of the Economic and Financial Organisation into world economic depression, account should be taken of the results of the enquiry conducted by the International Labour Office into unemployment, and that in general there should be constant collaboration between the various organisations of the

League of Nations and the Office on questions falling within their respective competence. The Director stated in this connection that the International Labour Office, in the future as in the past, would do everything in its power to make such collaboration as close and active as possible.

The Governing Body adopted by 17 votes against 2 the report of its Finance Committee on various financial questions. As regards administrative and financial decisions taken by the Eleventh Assembly of the League of Nations and affecting the work of the Organisation, the Governing Body authorised its Finance Committee to take in its name the decisions called for.

The task of the Finance Committee will consist in adapting the principles of administrative reform approved by the Assembly to the particular constitution of the Office.

Mr. Jouhaux, French workers' delegate, protested in this connection against one of the provisions of the new statutes adopted by the Assembly, according to which international officials are strictly forbidden from offering their candidature within their own country for political preferment. He asked the Governing Body to examine the possibility of preserving the present regime under which officials of the Office may offer themselves for political posts in their own countries, provided that they have secured permission from the Director and have been placed on the vacation list.

After a brief discussion the Governing Body decided to adjourn to its January Session the examination of this question.

The Governing Body referred to its Standing Orders Committee a preliminary report drawn up by the International Labour Office on the question of establishing general regulations for the composition and working of committees and commissions set up by the Governing Body.

It then considered various proposals concerning the procedure for the examination of the yearly reports which, in accordance with Article 408 of the Treaty of Versailles, are submitted by the States on the application of Conventions which they have ratified. In adopting certain practical provisions on this subject, the Governing Body had, as its main aim, that of obtaining from the Governments a greater degree of clarity and of comparability in the reports submitted by them, even in those cases where, as a result of a federal Constitution, Conventions are regarded as Recommendations.

The Governing Body then considered a report submitted on the Silicosis Conference held at Johannesburg, South Africa, between 13 and 27 August, 1930. This Conference, summoned by the International Labour Office in collaboration with the Transvaal Chamber of Mines, gathered together experts from eight countries particularly interested in the struggle against the grave professional disease known as silicosis. It was the first Conference held outside Europe under the auspices of one of the institutions of the League of Nations. The United States participated in its work.

The Governing Body decided to transmit the record of the Johannesburg Conference to the Governments, drawing their attention to the general recommendations formulated by the experts, dealing with prevention work, compensation and post-medical assistance.

The Governing Body also approved of the suggestions made by the Office concerning the effect to be given to those among the experts' recommendations which concern the organisation and the co-ordination of proposed scientific research; and it expressed its gratitude to the Transvaal Chamber of Mines and to the South African Government for their collaboration in the work of this Conference.

The Governing Body then examined a proposal made by Mr. Schürch, Swiss workers' delegate, requesting a thorough enquiry to be made of the best methods for the reduction of unemployment from which such a great number of workers are suffering at the moment.

The Swiss workers' delegate's proposal was supported by a number of speakers from all three groups.

In the first place it met with the approval of Mr. Lawson, British Government delegate, who outlined the world character of the evil of unemployment, and stigmatised it as an affliction from which no modern community can hope to remain entirely free. Twelve months ago there was hardly any unemployment in the United States; to-day that country is grievously smitten. The present crisis is world-wide, and no country can afford to ignore it; for as soon as one country begins to suffer from unemployment its purchasing power begins to drop; neighbouring countries find their former outlet for goods thereby diminished and they in turn are affected. Thus, the vicious circle spreads from one country to another, and Mr. Lawson insisted in the first place on the urgent necessity of studying the methods adopted in the various countries to draw up unemployment statistics. In Germany and in Great Britain all unemployed workers are registered, and the figures supplied are accordingly correct indices; but as regards various other countries the methods are different and the results consequently not comparable. It is urgent that the International Labour Office should indicate uniform methods of computation and classification, distinguishing between fully unemployed, temporarily stopped, etc. In this way, some means of distinguishing the causes of unemployment would at once become available.

In this connection Mr. Lawson uttered a warning against the errors which might arise in public opinion from the gross totals supplied by statistics. In Great Britain, for example, it is stated that for the last three months there have been two million unemployed; but this does not mean that two million workers remained workless for that period. It is highly likely that more than half of those unemployed did actually perform some work during the last six weeks of the period. For a large proportion of those unemployed were "temporarily unemployed." It may be said that in Great Britain, considering unemployment over a whole year, 5 per cent. of the workers have been totally unemployed, the remainder only temporarily.

Mr. Weigert, German Government delegate, also welcomed the fact that this problem had come before the Governing Body. Germany is one of the States most severely hit at the present moment by unemployment, on account not only of world economic causes, but of national difficulties and of the special burdens which the Reich has to carry. Out of 20 million workers in Germany three million are unemployed, and of these at least 2½ million are regularly in receipt of unemployment insurance benefit. Nor do these figures include the families of the unemployed. At the present moment on account of unemployment a yearly total of some 2,200 million marks are spent. Experience has shown that unemployment cannot be checked nationally, and that the only successful cure must come through practical international co-operation.

Mr. Labriola, Italian Government delegate, also supported the Schürch resolution.

Mr. Riddell, the representative of the Canadian Government, dwelt especially on the world-wide character of the study which was to be undertaken. Unemployment, he said, is not a misfortune peculiar to Europe, and it is important that the position in distant countries should not be lost sight of. Mr. Riddell also requested that the Office should not impinge upon the work of an economic character carried on by the League of Nations.

Sir Atul Chatterjee, representing the Indian Government, was also concerned with the questions of competence which were raised by Mr. Schürch's proposal. Nevertheless, he was cordially in agreement with the aim of that proposal. He expressed the hope that in the new and greater efforts now to be undertaken by the Economic Organisation of the League of Nations, the International Labour Organisation would be able to render valuable assistance in the solving of a problem equally important for all countries in the world.

All the members of the Workers' Group on the Governing Body, Messrs. Jouhaux, Mertens, Simpson, Poulton, etc., supported their Swiss colleague, and stressed the urgency of concerted and co-ordinated action.

On the Employers' side, Mr. Gérard expressed himself in agreement with the proposal provided it was limited to its strictly social aspect. As regards economic aspects, it would in his opinion be necessary to establish some co-ordination with the work of the League of Nations.

Mr. Olivetti warmly supported Mr. Schürch's proposal. He was of opinion that for a study of unemployment the International Labour Office is in a far more favourable position than a strictly official organisation, on account of the representation of workers' and employers' organisations within its sphere of activity.

Mr. Forbes-Watson declared that he also welcomed the proposal before the Governing Body. He stressed its particular importance as regards Great Britain. Unemployment is, in its essentials, an international problem, but it does bring about national repercussions. Thus those countries are most grievously affected by unemployment in which the standard of living is the highest.

Finally, Mr. Albert Thomas summarised the debate. He pointed out, first of all, that the proposal before the Governing Body did not involve the breaking of fresh ground for the Office. For the last ten years the Office has been concerned with unemployment and has done useful work in that field. As early as 1919 a Convention was adopted dealing with unemployment data to be communicated to the Office, and with the desirability of setting up systems of free employment agencies. There has been a Recommendation in favour of the creation of systems of unemployment insurance. When the Office began its work two countries only had set up national systems of unemployment insurance ; a few others had voluntary assistance. To-day ten States have organised compulsory insurance and 43 million workers throughout the world benefit thereby. Turning to the scientific aspect, he went on to say that there have been a whole series of studies published by the Office, besides the regular publication of statistics, a *Bibliography of Unemployment*, etc. There were the two general reports presented to the International Labour Conference in 1922 and 1929, each of which led to the adoption of various resolutions. It appears, therefore, clearly that the Office has not waited until the present moment to tackle the problem of unemployment.

Having dealt with the past work of the Office, the Director was careful to forestall a misconception of an opposite nature which might perhaps arise in certain quarters, especially among workers, as a result of the present Governing Body debate. It must not be thought that, by the mere fact that the International Labour Office is to undertake a new study, an international solution to the problem of unemployment would be found within a few weeks. At a time when great nations confessed themselves baffled by the problem, and a few days after President Hoover's declaration, it would be foolish to reckon on an immediate solution. Nevertheless, the debate to which the Schürch resolution had given rise had been exceedingly valuable, for it would show to public opinion and the Governments what the Office has done and what it may do in the future. There are many spheres where the Office might be useful, but where the opportunities it offers are not fully made use of. This is probably the case for the various technical studies and data published concerning the experience of various countries, and for a whole mass of statistical results. In this connection Mr. Albert Thomas mentioned that the Office will shortly publish a volume dealing with the large-scale public works undertaken in various countries to combat unemployment. Obviously this is only one aspect of the problem, but such attempts have their value. In this way the International Labour Office could usefully contribute its resources to combat social evils, to discover the truth, to dissipate misconceptions and to investigate new theories. The Director concluded by outlining a practical plan of attack for the studies proposed by the resolution.

The Governing Body then decided that the special study requested by Mr. Schürch should be proceeded with, and instructed its Unemployment Committee to draw up a plan of work. It also decided that the Unemployment Committee should be increased from three members (one for each group) to twelve (four for each group), and that it should be authorised to consult experts.

Finally, the Governing Body examined the Report of the Director on the activities of the Office during recent months. This Report showed, among other things, that since the last Session of the Governing Body eighteen new ratifications of International Labour Conventions had been registered, bringing the total number up to 408.

In this connection, replying to Mr. Poulton, British Workers' Delegate, Mr. Lawson, representing the British Government, declared that his Government, in spite of various difficulties which had arisen, was still determined to give effect within the shortest possible period of time to its intention, announced as soon as it came into power, of taking all necessary measures for the ratification of the Washington Convention concerning the eight-hour day in industry.

The Governing Body noted the consultative opinion of the Permanent Court of International Justice, dated 26 August, 1930, on the question whether the Free City of Dantzig could become a member of the International Labour Organisation. The representative of the Polish Government declared that his Government would consider with the greatest goodwill any methods by which the population of the Free City of Dantzig might benefit from the work of the Organisation, and that every effort would be made, in agreement with the Free City, to arrive at a practical solution answering the legitimate demands of all the interested parties.

The Governing Body, having taken note of this declaration, instructed the Director to inform the Free City of Dantzig, through the intermediary of Poland, of the consultative opinion of The Hague

Court, and expressed the hope that the efforts made in order to arrive at a solution would be successful.

It was decided that the Fifteenth Session of the International Labour Conference should open on Thursday, 28 May, 1931.

The Governing Body devoted the whole day of 9 October to a visit of the town of Liège. On 12 October it held its closing sitting in the town hall of Antwerp, where the burgomaster, in his welcoming speech, expressed himself full of faith in the work of the International Labour Office. The chairman and various members, speaking on behalf of each of the three groups, expressed their warm gratitude to the Belgian Government for the magnificent welcome which they had all received in Belgium.

The Fifty-first Session of the Governing Body will open in Geneva on 21 January, 1931.

CONDITIONS OF WORK ON EUROPEAN INTERNATIONAL WATERWAYS.

The Committee of Experts on conditions of work on European international waterways sat for the first time from 29 September to 1 October.

This Committee was set up by the Governing Body of the International Labour Office at the suggestion of the Joint Committee on Inland Navigation, which includes representatives of the Governing Body of the International Labour Office and of the Communications and Transit Organisation of the League of Nations. Its object is to point out, among the questions affecting labour on the main European river systems, those which might be suitable for international regulation, and in certain cases, in the absence of regulation, to point out problems which arise out of conflicting laws and for which a solution should be found. Owing to the nomadic life of men employed on inland navigation, which causes them to travel through lands subject to several different jurisdictions, and leads them to be taken on on foreign ships, it is obvious that the application of laws relating to labour on waterways meets with exceptional difficulties. The Committee of Experts has been set up with a view to overcoming these difficulties.

The following were present at the first session :—

On behalf of the Governing Body of the International Office : Messrs. Cort van der Linden, Schreiber and Rudolph ; as independent experts : Messrs. Botez (Bucarest), Houpeurt (Paris), Kohopka (Warsaw), Sitzler (Berlin), Westhoff (The Hague). The International Communications and Transit Organisation was represented by Messrs. Hostie and Chargueraud-Hartmann.

The Committee appointed Mr. Hostie as Chairman.

After having taken note of the documentation submitted to them by the International Labour Office, and after an extensive exchange of views, the Experts decided to study the question of hours of work, considering in the first place the minimum rest period, especially rest at night, of workers engaged in inland navigation. They also decided to study problems of social insurance (sickness, accident, old age and invalidity) from the point of view of solving questions arising out of conflicting laws, and from the point of view of mutual assistance between the various administrations concerned. They asked the International Labour Office to request the Governments of the European countries concerned for detailed information on these questions.

DEPUTY - DIRECTOR'S MISSION TO CANADA AND UNITED STATES.

Mr. H. B. Butler, the Deputy-Director of the International Labour Office, sailed on 17 October to visit Canada and the United States.

In Canada he is not only proposing to renew contact with the Federal Government, who have warmly welcomed his visit, but after short stays in Montreal and Toronto, two of the great industrial centres of Eastern Canada, he will continue his tour into the Western Provinces, visiting Winnipeg, Edmonton, and Regina. The value of a visit of this kind was amply proved by the one which Mr. Butler paid to South Africa two years ago.

Mr. Butler will then pay a short unofficial visit to the United States. It will be remembered that he published in 1926 an interesting report on industrial relations in the United States. One of the objects of his present visit will be to study recent developments in this field, particularly in the light of present economic conditions.

FORTHCOMING MEETINGS.

4 December.—Geneva : Committee on Cost-of-Living and Wage Statistics.
5 December.—Geneva : Standing Orders Committee of the Governing Body.
8 December.—Geneva : Meeting of Members and Experts of the Mixed Consultative Agriculture Committee.
11 December.—Geneva : Meeting of Members of the Correspondence Committee on Accident Prevention.
21 January, 1931.—Geneva : Fifty-first Session of the Governing Body.

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FIFTY - FIRST SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Fifty-first Session in Geneva from 28 to 31 January, 1931, under the chairmanship of Mr. Arthur Fontaine.

This Session was of particular interest owing to the decisions which were taken concerning unemployment, the ever increasing extent of which is of so much concern to workers, producers and Governments alike in all countries.

The Unemployment Crisis.

The report prepared by the Unemployment Committee was presented by Mr. Yoshisaka (Japan), chairman of the Committee.

A long discussion took place on this subject in which representatives of the three groups took part, expressing their opinions as to the causes of the crisis and possible remedies.

Mr. Weigert, German Government delegate, spoke of the severity of the crisis in Germany, where there are now over four million unemployed. He maintained that what was needed was not theoretical solutions, but practical methods to enable the workers to live.

Mr Weigert thanked the International Labour Office for the way in which it had prepared the documentation for the Committee with the assistance of experts. The Unemployment Committee's report would now serve as a sound basis. Among the concrete proposals it contained, Mr. Weigert laid special stress on those concerning international public works, the financing of which might be easier than that of purely national public works. There were limits, however, to what could be done by the public authorities. Besides legislative and administrative action, it was indispensable to have changes in economic, social and moral conditions. The psychological attitude and outlook of the public was also of considerable importance.

On the subject of unemployment insurance, Mr. Weigert pointed out that it could not be a final solution of the problem. Its costs were heavy, but in any case it was an incomparable instrument for securing political, economic and social stability. He asked that the report to be adopted by the Governing Body should contain explicit reference to the effects of rationalisation. In conclusion, he made an urgent appeal to his colleagues to do all they could to facilitate the completion of the inquiries already begun, and thus to assist in creating a new atmosphere that would hasten the end of the crisis and alleviate its worst effects. It was not only the fate of the present economic system that was at stake, nor only the fate of Europe—it was that of civilisation as a whole.

Mr. Jouhaux, French workers' delegate, also insisted on the need of indicating precise and positive remedies. The millions of workers who were out of a job were not waiting for theories, but for practical solutions. In the Unemployment Committee the workers' group had displayed a spirit of conciliation that could not be denied. It had agreed that all the causes of the crisis should be mentioned, whatever their nature, and that the International Labour Office should continue its task in collaboration with the League of Nations. But it could not ignore the demands of the masses suffering from unemployment.

The workers' group had accepted the employers' proposal for reducing hours of work as a temporary and transitional condition arising out of the crisis. But it also demanded that mention should be made of a permanent reduction in hours of work and of the maintenance of wage rates. It had similarly raised the question of the first steps to be taken to raise the standard of living of backward peoples. To these considered proposals the employers had replied by a written declaration saying : impossible !

The employers' representatives proposed to increase the purchasing power of the masses solely by reducing the cost of production. But they could not offer any guarantee that this reduction would bring down the cost of living. The measures of this kind taken in certain countries could only inspire scepticism. Nor should it be forgotten that the cost of living was determined above all by the price of foodstuffs. Now, at the present moment, the agricultural crisis was definitely leading towards a raising and stabilisation of these prices. How then could a fall in the cost of living be expected ?

Mr. Jouhaux quoted figures showing that the economic crisis in the United States, which was an important factor in the general crisis, was not the result of high wages, but rather of exaggerated speculation that took no account of the situation on the market or of the conditions of the workers. Thus from 1922 to 1927 the productivity of American industry rose by 4 per cent., wages by 2.4 per cent., profits by 9 per cent., and the value of industrial shares by 14 per cent. In 1928 and 1929 it had been shown that the European banks had paid over to the American banks 10,000 million gold francs, which served to bolster up speculation.

Mr. Jouhaux declared himself in agreement with Mr. Weigert in asking that the report of the Unemployment Committee should contain an amendment relating to the effects of rationalisation on employment. He reminded the Governing Body of the resolutions of the International Economic Conference of 1927, which were in complete agreement with the labour point of view.

He concluded by repeating that a fall in wages would be a mistake, and insisting that the reduction in the working day now accepted by employers as a provisional measure owing to the crisis should be regarded as a permanent remedy.

Mr. Hilton, British Government delegate, maintained that it was also necessary to draw attention to the influence of gold and the financial mechanism erected upon gold as a currency basis. He knew that this was a complicated problem not yet solved by the organisations that had begun to study it, but he considered that it should at least be mentioned.

He agreed with Mr. Weigert and Mr. Jouhaux that the study of the causes of unemployment must necessarily cover rationalisation. It was an undeniable fact that the introduction of improved machinery in many industries had produced serious unemployment.

Mr. Kirkaldy, British employers' delegate, agreed that the Committee's report was of interest. He considered that the problem was rather one of finding methods of remedying the crisis. The report contained several suggestions that he could not accept, and he believed that the International Labour Office would be able to make a better contribution to the study of the unemployment crisis by limiting itself to the problems for which it was specially qualified, leaving to other organisations the work of considering questions not specially within its competence.

Mr. Lambert-Ribot, French employers' delegate, replying mainly to Mr. Jouhaux, wished to make clear the position of the employers' group concerning the present depression. He expressed his regret that the conciliatory efforts which his group had made in committee had failed to yield useful results. The employers' representatives would have liked to be able to produce a unanimous text so as to impress on public opinion the seriousness with which the International Labour Office was taking up the question of unemployment. It was not their fault that agreement could not be reached. They had made every possible concession. There are limits beyond which one cannot go when the general interests are at stake.

Mr. Lambert-Ribot then analysed the report submitted to the Governing Body. This report deals on the one hand with the causes of unemployment and, on the other, possible remedies.

Mr. Lambert-Ribot had a certain number of remarks to make on the causes as set out in the report, especially as regards the gold and silver question. Nevertheless, taken as a whole, this part of the report might be adopted by everybody. It would have been better no doubt to have limited oneself to this, but when one comes to indicating possible remedies, one comes up against numerous and much more serious objections.

Mr. Lambert-Ribot stressed the fact that the workers' demands as set out by Mr. Jouhaux were inspired not only by the economic and social aspects of unemployment but also by its political aspect. That was quite comprehensible. But if one took these aspects into consideration, one might arrive *a priori* at conclusions which no longer tally with the facts.

The French employers' representative then discussed the different questions dealt with in the report: placing of workers, migration, unemployment insurance, planning of public works, international co-operation. On each of these points Mr. Lambert-Ribot had several remarks to make, but the two really contentious points were those which deal with hours of work and wages.

In the matter of hours of work the employers were in agreement with the workers to reduce them as a temporary measure, and owing to the crisis—a form of short time. This was only a palliative. There was no need to find out whether employers or workers derived most benefit from this, as it was a form of collaboration with a view to minimising the evils of unemployment.

But there was agreement no longer when workers claimed a reduction in hours of work on a permanent basis and as a result of rationalisation. The working class considered that the technical improvements in production were such that one could at the present time reduce the working week to five days, or the working day to seven hours, without in any way hindering production, and it demanded the enforcement of this proposal not only in any given case, but to industry as a whole. Mr. Lambert-Ribot asked which is the body which could decide whether industry as a whole is ripe for such a measure, and what would be the result of the application of this reform. Mr. Lambert-Ribot stated emphatically that the enforcement of a seven-hour day would lead a to considerable increase in overhead costs, and that to do this at a period of depression would run directly counter to the aim that they are seeking to achieve.

As to the question of wages, Mr. Lambert-Ribot expressed his astonishment that one should take up again the argument of the American high wages policy. He challenged the figures quoted by Mr. Jouhaux, and in his turn gave an analysis of the main factors in the economic crisis in the United States. He considered that this phenomenon was rather due to excessive inflation of credit, purchasing power and wages. His conclusion was that the level of wages could not be determined in an arbitrary manner. The events which have taken place in the United States, and probably also the particularly severe depression which obtained in Germany and Great Britain, showed that there is a limit beyond which one cannot go.

In concluding his remarks Mr. Lambert-Ribot appealed to everyone to make an effort at sizing up the real reasons of the depression. He believed himself that the only way to overcome the present difficulties was along the straight path of economy and restrictions for nations as well as for individuals.

Mr. Poulton, British workers' delegate, admitted that up to the present the struggle against unemployment had not been very successful. But that was no reason for despairing, and he hoped that the investigations which were actually being undertaken would lead to practical solutions. The Governing Body must grasp the fact that a new outlook was arising in the world. It was impossible not to be struck by the anomaly caused by the existence, on the one hand, of excessive wealth, and on the other hand by millions of men who were unable to find work. If the depression were due to a shortage of supplies, it should be quite reasonable to ask for sacrifices by all, but the reverse was the case. Too much was being produced and there was not sufficient purchasing power to absorb this production.

Mr. Poulton insisted on the advantages of unemployment insurance, having realised them from experience in his own country. It would be quite impossible to remove it at present.

He laid stress on the effects of rationalisation on employment. Americans themselves to-day realised that they had perhaps spent too much on the machine and not enough on the man. Workers as well as other factors in production must share the advantages which had been achieved by the speeding up of production arising our of technical improvement.

Mr. Picquenard, French Government representative, gave some explanations of the organisation of the unemployment relief funds in France, and drew the attention of the Governing Body to the fact that the statistics published by these unemployment funds could give no real idea of the extent of unemployment in the country.

As a matter of fact, whereas the number of unemployed in receipt of relief was at present only about 30,000, one might estimate the number of unemployed in France at 1,350,000, of which 350,000 were totally unemployed and 1,000,000 partially unemployed. Mr. Picquenard stated that he did not give these figures as an appeal to the sympathy of others for France, where, after all, the position was much less serious than in most other important industrial States, but it was essential to give them so as to show the precautions with which unemployment statistics must be interpreted and international comparisons drawn.

Mr. Sokal, Polish Government representative, stated that the Governing Body must take its stand as regards the unemployment problem. He examined what possibilities there are in this field for action by the International Labour Organisation, and he suggested that the Director of the International Labour Office should present to the Governing Body at its next Session a memorandum dealing with the possibility of putting proposals concerning practical action in the field of unemployment before the Commission of Inquiry for European Union, proposals which the Governing Body might then transmit to this Committee after it had carefully examined the final report of its Unemployment Committee.

Mr. de Michelis, Italian Government representative, pointed out that one must not be satisfied with isolated solutions, and one must tackle the problem of unemployment in all its aspects at once.

The task of the International Labour Office was to study the question from an international point of view and to point out what efforts might be made on an international basis.

He stressed the great importance of questions of the placing of workers in employment abroad and of migration. The present disequilibrium could only be remedied by taking into consideration questions arising out of the distribution of labour, capital and land, and by recognising the existence of that economic solidarity which had been created by the interdependence of peoples.

Mr. de Michelis was prepared to approve the proposal of Mr. Sokal concerning the European committee, provided that it was understood that the Governing Body had to deal with the question as a whole, except in so far as it may decide, after investigation, to call in other organisations for the application of the measures contemplated.

Mr. de Michelis thanked those members who had helped him to introduce into the resolution of the Committee the points relating to: (1) the placing of emigrants in employment abroad in relation to the capacity of absorption of the immigration country; and (2) the possibility of exploiting undeveloped lands which might be able to employ labour and to create new bodies of consumers.

The representative of the Italian Government informed the Governing Body that he intended submitting to the Director the plan of an organisation for the international placing of labour.

Mr. Schurch, Swiss workers' delegate, stated his belief that the International Labour Organisation was in a better position than any other to study the question of unemployment. He approved Mr. Sokal's proposal, for he understood from it that it would not result in delaying the investigations of the International Labour Office, but would, on the contrary, speed them up.

Mr. Cantilo, Argentine Government delegate, pointed out that there was a certain contradiction in the report of the Unemployment Committee. He could not agree to the proposal of Mr. Sokal because it set out the unemployment problem as a European problem, whereas it was in reality a world problem.

Mr. Müller, German Government delegate, insisted on going beyond purely academic discussion. When the house was on fire one should not discuss the causes of the fire but go and fetch the firemen. Mr. Müller wished that the League of Nations, on its side, would do more to find a solution to the depression.

He appealed to the Governing Body not to let the conclusions of the discussion have the appearance of a victory for the employers.

Mr. Vogel, German employers' delegate, replied that the only victory which the employers' group were seeking was that over unemployment. He also stressed the seriousness of the unemployment problem and the dreadful effects it had on the morale of the unemployed. Mr. Vogel certainly agreed on action, and action without delay.

Mr. Mertens, Belgian workers' delegate, showed up the points of difference between the workers' and employers' groups. In his opinion, it was better to recognise this difference of points of view and to remain divided on clear proposals than to finish up by adopting compromised texts from which everyone could draw their own conclusions and which would lead to no result.

Mr. Riddell, Canadian Government representative, agreed with the remarks of the Argentine Government representative concerning the universal character of the unemployment crisis. It was not a European phenomenon. It was a world phenomenon.

Mr. Albert Thomas considered that the long discussion which had taken place had been of considerable value. Useful information could be drawn from it. In particular, the Director thanked Mr. Picquenard for his exact information on the position in France. He also asked the Governing Body to adopt the resolution which was submitted to it. This resolution gave a certain number of points which might be useful to those who wished to take action. Mr. Albert Thomas was grateful to the Committee for having, in this text, not only indicated the work which the Office had done in the past but also for having mentioned that the so-called palliatives which, in carrying out its task, the Office had proposed could in themselves lead to important reform and in certain cases to a useful reorganisation of economic life.

The Director took special note of that part of the resolution in which the Committee, after having set out the opposite point of view of employers and workers concerning wages and hours of work, invited the Office to pursue its investigations in order to lead at a later date, if possible, to a narrowing of the gap between the two points of view and to positive action. That was certainly a field in which the Office could work on its own lines and itself perform useful action. There was, of course, the objection raised by Mr. Lambert-Ribot as to its economic consequences. Mr. Lambert-Ribot had replied to the French employers' delegate on this subject by passing rapidly in review the main tendencies in the economic evolution of the last few years, during which the idea of the existence of immutable economic laws had been so severely shaken. In the end, it was a question of seeing how far these so-called economic laws must be made to give way, in an organised society, to the sentiment of justice and demands of a social character. The Director, recalling that Mr. Lambert-Ribot had asked him to draw up the report of the Director to the Conference on lines which pointed towards specific subjects of actual interest, stated that he was ready, if the Governing Body agreed, to give in this report a general review of unemployment and connected problems, and to present it to the Conference. That would, no doubt, help towards a solution of the question.

The discussion was closed and the vote was taken.

An amendment by Mr. Hilton, Great Britain, introducing into the list of possible causes of unemployment a mention of the monetary problem was adopted without opposition, as also an amendment of Mr. Weigert, Germany, introducing a paragraph on the effects of rationalisation. The resolution thus completed, the report of the Unemployment Committee was adopted by 17 votes, *nem. con.*

The following is the text of the report as amended and adopted:

The Committee, which is greatly concerned at the increasing gravity of the unemployment problem and its consequences both from the humanitarian and social point of view and from the point of view of the world economic situation. It considers it indispensable to study the causes thoroughly and to try to find remedies capable of practical application.

Considered as a whole, this exceptionally grave unemployment appears to be the cumulative effects of economic and financial disturbances likely to affect more especially certain countries and certain industries. Among these disturbances there are some which recur with a certain regularity, while others have been introduced into the economic system of the world after the war-time and post-war upheavals.

Without wishing to make either a complete or a systematic enumeration, the Committee, desirous of showing the complexity of the problem, draws attention to the following factors which, rightly or wrongly, are often considered as causes of unemployment:

(*a*) excessive production of certain agricultural products said to result partly from exceptionally good harvests and partly from an increase in the amount of cultivated land due to faulty estimates of the demand, which is sometimes diminished by under-consumption, leading to inability to sell, to a decrease in the purchasing power of the rural population and consequently to a contraction of outlets for industrial products;

(*b*) the maladjustment between the production of certain industrial products, such as raw materials and the industrial equipment, and the markets' power of absorption;

(*c*) the alleged inelasticity in the links whereby effective purchasing power, as expressed in currency and credit, is held by some to be connected with the world's available gold supply and to have been a factor in the unprecedented fall in world prices;

(*d*) lack of confidence which is often said to be the cause of an inadequate distribution of gold, of an imperfect circulation of capital and a restriction in the granting of credits, and which, by preventing the financing of countries which are in need of capital and the development of the purchasing power of consumers, is said to have made it impossible to restrict the fall of world prices;

(*e*) the fall in the price of silver which is said to have brought about a considerable decrease in the purchasing power of countries whose currency is based on that metal, a purchasing power already reduced by the political conditions in some of those countries;

(*f*) too high a cost of production in certain countries as a result of physical, geographical or other conditions;

(*g*) the disturbances in international commerce caused not only by the development of new industrial areas but also by artificial barriers put in the way of international trade and by the difficulties said to be associated with the problem of political debts;

(*h*) the difficulties in the way of adjusting movements of population to the possibilities of exploiting the resources of the world;

(*i*) the disorganisation of the labour market caused by the extra-rapid development of labour-saving machinery and of the process of rationalisation.

These various causes of unemployment which are in some cases generally admitted and sometimes the subject of controversy should be thoroughly studied with a view to bringing out their real importance as well as the importance of methods suitable for mitigating them. These investigations will be carried out by the International Labour Office in co-operation with the League of Nations, experts and other organisations being consulted, if necessary, so as to show in a systematic form the known elements and factors of unemployment. The Committee urges, however, that the International Labour Organisation should immediately strive more than ever, with the help of the employers' and workers' organisations represented in it, to induce Governments to take all immediately practicable steps to preserve the world of labour from the consequences of unemployment.

The Committee therefore desires that the attention of Governments should be called with insistence to the following points:

(*a*) the need for the organisation of the labour market by public employment exchange services which should collaborate as effectively as possible in the drawing up of systematic schemes for the re-employment of the unemployed, and the re-adaptation, if necessary, of discharged workers to the technical requirements of production;

(*b*) the need of developing existing systems of relief and insurance against total unemployment and short time and the creation of insurance systems where they are not yet in existence, with the means necessary to ensure that they are immediately financed by advances from the State, every effort being made to adapt them to the essential needs of the workers without interfering with the re-employment of the workers in industries capable of activity either at home or abroad;

(*c*) undertaking extensive public works of national utility in accordance with programmes previously drawn up and at the same time expanding orders for supplies, so as to counteract the effects of the temporary falling off of activity in private enterprise; the possibility of Governments coming to an agreement through the appropriate organs of the League of Nations with a view to joint execution of extensive public works of an international character;

(*d*) international co-operation which will make possible the free movement and placing of men in unexploited regions capable of utilising their activity, and with a view to increasing markets;

(*e*) the development of suitable methods for ensuring co-operation among the different national economic systems.

With regard to the measures to be taken on the subject of the length of the working day or week and the remuneration of labour, in relation to unemployment, the Committee takes note of the fact that the representatives of the employers and workers hold different opinions at the present time.

The representatives of the workers, while maintaining their demands in connection with the forty-hour week, ask for:

(*a*) a reasonable shortening of the working day or week, taking into account the increase in output obtained by improved methods of production;

(*b*) seeking suitable means of raising the remuneration of labour in countries where it is most inadequate at the present time with a view to eliminating one factor of unfair competition and to increasing the consumptive capacity of certain markets, without neglecting the development of social insurance which preserves a certain power of consumption to workers prevented from earning their living by causes beyond their control.

The employers consider, on the contrary, not only that the measures suggested by the workers would be of no avail but that they would produce most serious disturbances. They are convinced, on the other hand, that one of the essential measures to be adopted in the effort to restore economic equilibrium should be a reduction of the cost of production and the expenses of distribution, so as to enlarge markets by increasing the purchasing power of the whole body of consumers.

As a result of this difference of opinion the Committee invites the Office to pursue its investigations in order to lead at a later date, if possible, to a narrowing of the gap between the two points of view and to positive action.

After adopting the Committee's report, the Governing Body decided to place the question of unemployment on the agenda of its April Session for renewed consideration.

It also requested the Director of the International Labour Office to prepare for that Session a memorandum on the possibility of laying before the next Session of the Commission of Inquiry for European Union, in May, proposals for practical measures against unemployment, while at the same time continuing the work of research and international action.

Besides the question of unemployment, the Governing Body, in its Fifty-first session, dealt with a number of other subjects.

The Agenda of the 1932 Conference.

The Governing Body had to consider the agenda of the 1932 Session of the International Labour Conference. When the Governing Body met in Brussels in October last, it had decided to include the question of the abolition of fee-charging employment agencies. It now decided to place on the agenda the question of old-age invalidity and widows' and orphans' insurance for workers in all occupations, including those in agriculture, with the exception only of seamen, for whom special regulations are in force.

The Governing Body had originally contemplated the possible inclusion of the question of unemployment insurance. Various members of the different groups now asked that it should be made quite clear that the reason for the exclusion of this question was that it formed part of the general problem of unemployment, which was the subject of a special study that would come before the Governing Body when it considered the report of its Unemployment Committee. In no case could the decision of the Governing Body be taken to mean that it did not realise the full importance of the question of unemployment insurance.

The Revision of the Convention on the Employment of Women during the Night.

The next subject for consideration was the revision of the 1919 Draft Convention concerning the employment of women in industry during the night. The request for revision came from the Belgian, British and Swedish Governments, which desired the amendment of certain provisions without raising the principle of the Convention. The two following points were selected for consideration by the Governing Body: (1) the distinction to be made between working women and women employed in a supervisory capacity, and (2) the question of the beginning and end of the period during which the employment of women is prohibited. In accordance with the procedure adopted, the International Labour Office consulted all the Governments of the States Members, and the replies received were submitted to the Governing Body at its Fifty-first Session.

The Governing Body took the following decisions on this subject:

1. By 12 votes to 11 it was decided to place on the Agenda of the 1931 Session of the International Labour Conference the question of including in the Convention on the night work of women a clause to provide that the Convention

shall not apply to persons in managerial or supervisory posts.

2. By 12 votes to 10 the Governing Body decided to place on the Agenda of the 1931 Session of the International Labour Conference the question of inserting in the Convention a provision authorising the States Members to substitute for the period of absolute prohibition of night work, 10 p.m. to 5 a.m., the period 11 p.m. to 6 a.m.

Two proposals made by the Swedish Government for more extensive revision were rejected by 14 votes to 8, and 14 votes to 7 respectively.

The Weekly Rest in Glass Works.

The Governing Body decided by 14 votes to 8 to set up at once a technical committee on glass works consisting of 18 experts (six for each of the three groups—Government, employers and workers) and three members of the Governing Body (one for each group). This committee will study the organisation of the weekly rest in glass factories and in particular the four-shift system. It will report to the Governing Body.

Measures against Infection from Anthrax.

The Governing Body next considered draft regulations proposed by the Correspondence Committee on Industrial Hygiene for the measures to be taken against infection from anthrax in the hides and skins industry. It instructed the International Labour Office to communicate this document to the Governments for their opinion and for a statement of the measures they would be prepared to take to give effect to these regulations.

The Advisory Labour Committee for Upper Silesia.

On the proposal of the German and Polish Governments, the Governing Body re-elected for a further term of three years Mr. Albert Thomas as President, Mr. Sitzler as German assessor and Mr. Sokal as Polish assessor of the Advisory Labour Committee for Upper Silesia, which was attached to the Mixed Commission by the German-Polish Treaty of 15 May, 1922.

The Interpretation of Conventions.

The Governing Body considered a report prepared by the International Labour Office on the application of Article 423 of the Treaty of Peace, which provides that difficulties arising out of the interpretation of the international labour conventions should be referred for settlement to the Permanent Court of International Justice. The Governing Body referred the whole question to its Standing Orders Committee.

Reports of Committees.

The Governing Body considered the report of the first meeting of the Committee of Experts on conditions of work on the principal European international waterways. It postponed the decisions on this subject until its next Session. It also postponed to its next Session the consideration of the minutes of the reports of various committees.

By 17 votes to 1 the Governing Body adopted the report of the Committee on cost of living and wages statistics, which made certain recommendations for the improvement of the methods used by the International Labour Office in this connection.

The Governing Body then turned to Mr. Albert Thomas's report on the work of the International Labour Office.

It offered Mr. H. B. Butler its cordial congratulations on the remarkable report he had prepared on his visit to Canada and the United States.

The Governing Body decided that the Technical Preparatory Maritime Conference should open on 21 October, 1931.

The opening of its own Fifty-second Session was fixed for 18 April next.

* * *

At the close of the public sitting on 28 January, the Governing Body took the opportunity of offering Mr. Arthur Fontaine, its President, its sincere congratulations on his seventieth birthday and making him a presentation. Speeches were made by Mr. Mahaim and Dr. Riddell in the name of the Government Group, Mr. Lambert-Ribot in that of the Employers' Group, and Mr. Poulton in that of the Workers' Group.

Mr. Albert Thomas expressed the good wishes of the staff of the International Labour Office, in whose name he offered two *objets d'art* for Mr. Fontaine's acceptance.

In thanking the Governing Body and the Staff, Mr. Fontaine expressed his desire to continue serving the International Labour Organisation, in which he had unswerving faith.

THE UNEMPLOYMENT COMMITTEE.

The Unemployment Committee met at Geneva on 26 and 27 January, under the chairmanship of Mr. Yoshisaka (Japan). It consists of twelve members, four for each of the three groups (Governments, employers and workers) of the Governing Body :—

Governments : Germany (Mr. Weigert), Great Britain (Mr. Hilton), Italy (Mr. de Michelis), Japan (Mr. Yoshisaka).

Employers : Mr. Cort van der Linden (Netherlands), Mr. Lambert-Ribot (France) —replaced by Mr. Curcin (Yugoslavia), Mr. Olivetti (Italy), Mr. Vogel (Germany).

Workers : Mr. Jouhaux (France)—replaced by Mr. Johanson (Sweden), Mr. Müller (Germany), Mr. Poulton (Great Britain)—replaced by Mr. Mertens (Belgium), Mr. Schürch (Switzerland).

The Committee first heard an introductory speech by the Director, in which he recalled the conditions under which the Governing Body decided, in October last at Brussels, to undertake an investigation into unemployment and to instruct its Unemployment Committee to draw up a programme. He indicated the lines on which, in his opinion, the Committee should pursue its work.

Mr. Stoppani, Director of the Economic Section of the League of Nations, recalled the work which that organisation had done in connection with the economic crisis.

In the name of the International Chamber of Commerce, Mr. Vogel stated that that institution was following the present economic situation very closely, and would not fail to make every effort to assist in finding a solution for the unemployment problem.

A general discussion then took place, as a result of which the Committee handed over to a Drafting Committee the task of drawing up the report to be presented to the Governing Body.

This Drafting Committee drew up a draft which was not approved by the groups, and it held another meeting on 30 January. Statements were made at this meeting showing that agreement was reached on the draft concerning the organisation of placing workers abroad, unemployment insurance, the carrying out of important public works, international co-operation, the movements of population and the cultivation of regions which have hitherto been insufficiently cultivated, and co-operation between States in the economic field. But the points of view of the employers' and workers' groups were still opposed to each other on the question of hours of work, on wages, and the cost of production in connection with unemployment.

The Committee decided to submit to the Governing Body a report setting out these results.

A summary of the discussion of this report by the Governing Body and of the decisions taken will be found elsewhere.

THE DIRECTOR'S VISIT TO CZECHOSLOVAKIA.

The Director, accompanied by his principal private secretary, Mr. Viple, undertook a short journey to Czechoslovakia from 8 to 15 January. The Director had not visited this country for three years, and for some months the need for taking an opportunity of establishing new relations with responsible Ministers, with a view to strengthening the links between Czechoslovakia and the Office and rendering still closer the existing co-operation, had become evident.

During this visit the Director was received by the Chief of the State, President Masaryk, the President of the Council, Mr. Udrzal, the Minister of Foreign Affairs, Mr. Benes, the Minister of Social Protection, Mr. Czech, the Minister of Commerce, Mr. Matonsek, the Minister of Public Works, Mr. Dotáleki, as well as representatives of employers' and workers' organisations. Mr. Thomas was warmly received wherever he went, and the Press spontaneously gave him a wide publicity, which is, from the point of view of the work of the Office, one of the great advantages of these visits.

Mr. Thomas, together with the Ministers of Social Protection, Commerce and Public Works, and competent civil servants, in special meetings, in which the respective Ministers acted as chairmen, examined all the Conventions adopted by the International Labour Conference which had not yet been ratified by Czechoslovakia, and the measures which might be taken with a view to their ratification. The Director was once more made aware of the fact that each year the problem of ratification becomes more and more complicated, and each new ratification involves lengthy negotiations between the administrations concerned and professional groups. The economic consequences of this or that Convention are studied with increasing care.

As a result of these interviews the Director believes that there is hope of further ratifications.

The Director also discussed with the Ministers of Social Protection and of Public Works the participation of Czechoslovakia at the next International Labour Conference, and particularly the question of hours of work in coal mines and the lignite question.

He met the organisations of employers concerned and was able to hear their point of view on the question of hours of work in coal mines, as well as the question of hours of work, and work by continuous shifts in glass works.

Mr. Albert Thomas was received by the competent representatives of workers' organisations, whose requests for information and the questions which they asked him are evidence of the keen interest with which they are following all the activities of the Office.

These conversations took place in an atmosphere of trust and friendliness which may lead one to expect useful results.

THE INTERNATIONAL LABOUR ORGANISATION AND THE COMMISSION OF INQUIRY FOR EUROPEAN UNION.

Among other memoranda submitted to the Second Session of the Commission of Inquiry for European Union, which sat at Geneva from 16 to 21 January, 1931, was a memorandum prepared by the Director of the International Labour Office on questions dealt with by the International Labour Organisation, of special interest to European States.

This memorandum first stressed the fact that the world of labour, of which the International Labour Office has assumed the protection, cannot remain indifferent to any project for European union; nor can any such project be undertaken or come to fruition without its co-operation.

"It is an established fact," the memorandum states, "that the workers' purchasing power, that is to say their real wages, everywhere increase when the general progress of production augments the reserves at the disposal of the community. Any progress due to greater freedom or better regulation in the circulation of goods, or to the multiplication or expansion of markets, stabilisation of commercial conditions, better distribution of production to conform with national resources, increase of industrial output or improvement of agricultural methods, is bound to be reflected in a rise in the standards of living of the workers both in the acticities and on the land.

"Moreover, the accumulation of new wealth in the Old World will facilitate the solution of a number of social problems. It is the financial difficulties of the States and industries which at present threaten to arrest, or at any rate retard, the progress of certain social reforms. The growth of capital assets as a result of more rational exploitation of European resources will smooth the path of new social reforms, and these in their turn by increasing the power of production and consuming capacity of the masses will help to give a fresh impetus to economic activity in Europe.

" It is unquestionable therefore that in this, as in so many other cases, any economic advance implies social progress to which the International Labour Organisation cannot remain indifferent."

Among the questions already being studied by the International Labour Organisation with a view to fostering their solution there are none that are strictly speaking the exclusive concern of Europe. The principle of the International Labour Organisation, as of the League of Nations, is universality. But there are, nevertheless, questions which are principally the concern of Europe, and the memorandum of the Office enumerates three of such a character with which the International Labour Organisation has already had to deal: hours of work in coal mines; the conditions of labour on the shipping on great rivers; and the prevention of accidents in connection with the coupling of railway wagons.

Apart from the above three special questions affecting three particular industries which interest a very large number of workers, the memorandum referred to three others which, being of even wider range, do not affect special labour groupings to the same extent, but which are nevertheless of primary interest to the European continent: the problem of movements of labour from one country to another; the problem of unemployment, and that of the agricultural crisis.

These are the questions at present being studied by the International Labour Organisation which primarily affect the interests of the continent of Europe, though there are doubtless many others which the Organisation has not yet taken up.

Does this mean that it is thought desirable for a European labour organisation to be set up within the International Labour Organisation to deal with these problems? That is another question, to which the memorandum replies in the following terms:—

" Under the peace treaties the International Labour Organisation is the institution empowered to study and settle international questions relating to labour conditions. It was provided with a constitution and a system of procedure adapted to the nature of the problems with which it has to deal. While not going into details, we must mention the characteristic features of this constitution and procedure.

" The most original feature of the constitution of the International Labour Organisation is that the representatives of the employers and of the workers take a direct share in its activities. The Governing Body of the International Labour Office is composed of twenty-four members, twelve of which represent Governments, six the employers and six the workers. The International Labour Conference comprises four delegates for each State, two of which represent the Government and two the employers and workers respectively. Through the balance established between these various elements, the organs of the International Labour Organisation provide a fair representation of the individual parties concerned, while at the same time giving preponderance to the Governments, which are qualified to defend the interests of each nation as a whole.

" The characteristic feature of the International Labour Organisation's procedure is the essential part played by the legislative authorities of each Member State. It is these authorities which, in each country, are called upon to approve or reject the draft conventions adopted by the International Labour Conference, and to sanction them by the international undertaking which is the outcome of ratification.

" The machinery thus set up seems to be really well adapted to the purposes of the International Labour Organisation. The number of ratifications obtained after ten years' work proves at all events how successful the institution has been, despite the special difficulties inherent in labour problems. Hence it seems self-evident that labour questions particularly affecting European States could more usefully and appropriately be treated by the special machinery of the International Labour Organisation than through any diplomatic procedure that might be set up with a view to enabling the European Union to function.

" And here we must meet an objection which immediately suggests itself. Since the International Labour Organisation is a world-wide body, does not its world-wide nature preclude any geographical limitation of the exercise of its functions? This point must be put more clearly. True, the International Labour Organisation is world-wide—that is indeed one of its essential features. Nevertheless it is not necessarily unfitted on that account to deal with particular questions. Although the conventions adopted by the International Labour Conference are most often of a general character, it is by no means impossible to establish less universal rules. Already there are a number of international labour conventions which are special in nature by reason of their object itself, *e.g.*, the convention on forced ' native ' labour and all the conventions on labour at sea. Besides this technical specialisation, if it may be so termed, a geographical specialisation is also conceivable. There is no reason why the Labour Conference should not adopt appropriate systems of procedure for this purpose.

" As the work of the International Labour Organisation develops, the need becomes more and more evident for its action to be diversified by being adapted to the particular nature of the problems to be solved. Certain labour questions have been found to be of special concern to Europe, and it may therefore be desirable to provide for them a solution taking their continental character into account.

" The International Labour Office will describe in greater detail if necessary the methods of procedure enabling such labour questions as may appear peculiarly European to be suitably studied and an appropriate solution to be found for them. It is essential, however, to emphasise here and now the necessity of utilising for this purpose the machinery set up by the treaties, which has worked successfully for ten years.

" There can be no question of withdrawing from the International Labour Organisation the general powers it holds under the treaties, nor of setting these powers against those which the European Union will have to possess. The two powers must be co-ordinated. One of the first problems that arise in connection with the projected European Union consists therefore in preventing any rivalry between the two powers, which would be dangerous alike for international and for social peace, and to establish close co-ordination between the work of the International Labour Organisation and that of the European Union in the field of the protection of labour.

" In this work, which it considers indispensable, the International Labour Office will always be prepared to afford its wholehearted co-operation."

In his opening speech the President of the Commission of Inquiry for European Union, Mr. Aristide Briand, stressed the usefulness of this memorandum, and expressed his belief that the co-operation of the International Labour Office would most certainly be of great value to the Committee. Several of the Ministers who took part in the long discussion which took place on the economic crisis from which Europe is suffering and on its consequences, also referred to the work of the Office.

Finally, the Committee adopted a resolution referring especially to the problem of unemployment, and transmitted the following text to the Council of the League of Nations :—

" The Commission of Inquiry for European Union,

" Being apprehensive in regard to the *unemployment* position in Europe and the very grave consequences it is producing,

" Requests the Secretariat of the League of Nations to acquaint it at the May session with the first results of the work undertaken by the Economic and Financial Organisation and the International Labour Office, referred to in Resolution 16 of the Eleventh Assembly."

We have already referred to the fact that the Governing Body of the International Labour Office in its Fifty-first Session, acting on the proposal of Mr. Sokal, Polish Government representative, requested the Director to submit to its April Session a memorandum on the possibility of laying before the Committee of Inquiry for European Union, in May, proposals for practical action in the field of unemployment. The International Labour Office, would, of course, continue its own investigations and carry on its own action from an international point of view.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 28 February, 1931, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 421.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned but had not yet been registered at the Secretariat of the League of Nations was 26.

During the month of February, 1931, six new ratifications were registered.

Hungary ratified the Convention concerning the simplification of the inspection of emigrants on board ship adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

Great Britain ratified the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

Spain ratified the Convention for establishing facilities for finding employment for seamen adopted by the International Labour Conference at its Second Session (Genoa, 1920), the Convention concerning seamen's articles of agreement, and the Convention concerning the repatriation of seamen adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

THE COMMITTEE ON AUTOMATIC COUPLING.

On 2 and 3 February, 1931, the Committee on Automatic Coupling met at Geneva under the Chairmanship of Count de Altea (Spain). This Committee was set up in accordance with a resolution of the International Labour Conference concerning the prevention of accidents arising out of coupling trucks on railways.

It consists of twenty-seven members: eight representatives each of Governments, Employers, and Workers, and one representative of each of the three groups (Government, Employers and Workers) of the Governing Body of the International Labour Office.

The following were present:—

Government Group: Count de Altea (Spain), Representative of the Governing Body; Messrs. Besser (Germany), Ciardi (Italy), Colens (Belgium), Grimpret (France), Hunziker (Switzerland), Suzuki (Japan), Renaud, substitute for Mr. Simpson (Canada), members of the Committee.

Employers' Group: Mr. Ch. Tzaut (Switzerland), Representative of the Governing Body; Messrs. Ackermann (Germany), Duchatel (France), Ekman (Sweden), Jenkin Jones (Great Britain), Luzzatti (Italy), de Tolnay (Hungary), Zehnde, (Switzerland), members of the Committee.

Workers' Group: Mr. Schürch, Representative of the Governing Body; Messrs. Brodecky (Czechoslovakia), for Mr. Cramp (Great Britain), Schmidt, substitute for Mr. Grenczer (Hungary), Held (Switzerland), Herrmann (Germany), Jarrigion (France), Moltmaker (Netherlands), Messrs. Nathans (Netherlands), Smeykal (Austria), members of the Committee.

The International Railway Union was represented by Mr. Leverve (France), and Mr. Wiedemann (Germany).

The Committee first heard a report on the results obtained through the study of the question of automatic coupling undertaken by the International Railway Union, and a discussion arose on this subject.

At the conclusion of its discussions the Committee adopted unanimously a resolution in which it expressed its opinion that the adoption of a uniform and adequate automatic coupling would contribute to the prevention of accidents in countries where screw coupling is in general use, and further that it seems technically possible to devise such a coupling.

The Committee accordingly recommends that railway administrations should construct new vehicles with a view to their adaptation to automatic coupling as soon as the investigations of the International Railway Union are sufficiently advanced.

The Committee also decided to set up a sub-committee to follow this question. It requested the International Railway Union to agree to representatives of the Committee and of the Conference on Technical Standards being kept informed of the investigations in progress and of the proposals made and being present at the tests.

The sub-committee will have to submit a report before 31 January, 1932, to the International Labour Office, which will distribute it to all the members of the Committee, the date of whose next meeting will then be fixed by the Governing Body.

The Committee deferred consideration of the financial problems raised to a later session.

UNEMPLOYMENT AND PUBLIC WORKS.

The International Labour Office has just published the results of a study which it had undertaken some years ago on unemployment and public works.*

This publication is of special interest at present owing to the industrial depression which is affecting most countries. The subject is, of course, not a new one, as for many years countries affected by economic depression have tried to find work for some of their unemployed by carrying out public works before they would normally have done so. But the investigations of the Office have brought out a new aspect of this problem by drawing a clear distinction between relief works, which are often improvised in order to alleviate existing unemployment, and the advance planning of public works, the object of which is to spread the carrying out of public works which would be undertaken in any case in a rational manner in time, by reserving such works as can be postponed for periods of depression.

It is planning of this nature which the International Labour Conference had in mind when, at its First Session in Washington in 1919, it adopted its Recommendation concerning unemployment, of which Clause 4 reads as follows:—

> "The General Conference recommends that each Member of the International Labour Organisation co-ordinate the execution of all work undertaken under public authority, with a view to reserving such work as far as practicable for periods of unemployment. . . ."

The matter was raised at various subsequent Sessions, and in 1926 the Conference adopted a Resolution including the following passages:—

> ". . . The International Labour Conference . . . (1) Requests the International Labour Office to increase to the utmost its efforts to secure wider adoption of the measures proposed in the Recommendations and Conventions on unemployment adopted at previous sessions of the Conference, *i.e.* . . . (*d*) the organisation of public works so as to counteract the fluctuations of private business. . . . (5) In particular requests the International Labour Office . . . to seek the advice of the Joint Committee on the financial obstacles to the putting into operation by public authorities of the Recommendation referred to above concerning the organisation of public works. . . ."

The question was referred to the Joint Committee on Economic Crises appointed by the Economic and Financial Committees of the League of Nations and the International Labour Office. The International Labour Office submitted a memorandum to that Committee, which on 2 May, 1927, drew up a list of points it was desirable to investigate. It is on the basis of this plan that the Office pursued its research and has prepared this study.

The terms of the Washington Recommendation on the subject of utilising public works as a remedy for unemployment are very wide in scope. The phrase "all work undertaken by public authority" includes not only work carried out directly or through contracts by the various departments of the central Government and by the many local authorities, but also the work of private or semi-private bodies operating public utilities (where these are not publicly owned), such as railways, road transport, gas, and electricity supply, etc. Such public utilities are generally operated under statutory control, and the public authority can exercise a very considerable influence on the time at which they undertake work of various kinds.

On the other hand, the Washington Recommendation tends to be restrictive in that it speaks not of the organisation of public works generally as a remedy for unemployment when the crisis comes, but only of the special policy of co-ordinating the execution of work undertaken under public authority *with a view to reserving such work as far as practicable for periods of unemployment.* This is an entirely different thing from the institution of relief works, the main purpose of which is to give work to unemployed persons, and it involves more than merely deciding to put public works in hand after the crisis has already developed. The object of such a policy is to provide a definite stimulus to the economic system as a whole in periods of depression by concentrating the economic demand of public authorities as far as possible in such periods, and thus providing employment for labour which would otherwise be idle—providing it, be it noted, through ordinary economic channels, not through relief organisations. The complement to this is, of course, by reserving public work for periods of depression to avoid heightening the preceding boom. If public authorities follow the example of private businesses and place their orders when demand is outstripping supply and prices are rising, they will merely intensify the competition for labour, capital, and materials which are already adequately employed, heighten the boom, and precipitate the consequent depression. By the advance planning of public works, public authorities would deliberately adopt a policy more or less the inverse of that pursued by private business.

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* Studies and Reports, Series C, No. 15: *Unemployment and Public Works.* 186 pp. Price 4s.; $1.

Such a plan is especially suitable for dealing with unemployment brought about by the fluctuations of the business cycle, of which the world-wide depression of 1929–1930 may be considered an example, but it is less useful in dealing with unemployment affecting only a single industry or group of industries as a result of special causes. Such unemployment takes place from time to time in consequence of changing fashion, rationalisation or other causes, as, for instance, among textile workers in New England, owing to the fact that the industry moved to the Southern States.

It is obvious that only certain public works can be postponed or advanced in time; others must necessarily be carried out immediately. Consequently, there is a danger that if public works are put in hand every time a particular industry is depressed because of a change in fashion, or for some other similar reason, no works will be available when a widespread depression affecting most industries arrives. Moreover, it would be very difficult to put skilled workmen in certain industries, such as watchmakers, for instance, on public works, without tending to make them less able to resume their former employment when conditions improve. But there are obviously cases in which the argument does not apply. Thus, if a depression should occur in an industry which normally does work for the public authorities, it would be somewhat foolish for the latter to say that they would not increase their orders because the depression was partial and not general. Examples of such industries are the building, clothing, and printing industries. Moreover, as has been seen in connection with the cotton trade depression in Great Britain in 1863, public works may be a means of permanently transferring workers from one trade to another.

The report of the Office shows that the criticisms which in various countries have been launched against public works as a partial remedy for unemployment are almost entirely directed against relief works. It must be admitted that in such cases the plans are often not ready to time, credits have to be obtained from parliaments or other bodies, and in the end there is so much delay that it is almost impossible to put the work in hand when it is most needed. But the position is quite different as regards the advance planning, which the report of the International Labour Office proves to be both possible and practicable.

The report of the Office sets out the economic advantages of advance planning of public works. It shows that, though there are certain limits to the operation of such a policy, enough can be done on these lines to make a real difference to the labour market. It is essential, however, that the necessary steps should be taken in advance, and that plans should be ready before the slump comes.

The report of the Office examines the cost of such a policy and its effects upon industry. In particular it discusses the points of the controversy as to whether public works do not really direct money from private industry to government purposes without adding in any way to employment, and concludes that " as long as there is useful development work to be done there does not appear to be any sound economic reason for not doing it, and the benefit to the labour market in that case depends more on the policy pursued by the banking system than on anything else."

The report sets out the legislative and administrative measures adopted in various countries with a view to facilitating the organisation of public works in accordance with fluctuations in employment. It deals with the financial problems raised, and with administrative questions such as the multiplicity of authorities, recruitment of labour, index numbers and other economic indices used in making decisions to postpone or advance public works, and various other questions.

The report ends by a summary and conclusions, and brings a timely contribution to the general study of the remedies for the present distressing unemployment crisis.

COMING MEETINGS.

10 April.—Geneva: Committee of Experts on Article 408.

14 April.—Geneva: Advisory Committee on Salaried Employees.

18 April.—Geneva: Fifty-second Session of the Governing Body.

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1931. No. 3 MARCH

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 March, 1931, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations, and officially notified to the International Labour Office, was 425.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretariat of the League of Nations, was 29.

During the month of March, 1931, four new ratifications were registered.

Australia ratified the Convention concerning the creation of minimum wage-fixing machinery adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928), and the Convention concerning the marking of the weight of heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

The Irish Free State ratified the Convention concerning forced or compulsory labour adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930).

Japan ratified the Convention concerning the marking of the weight of heavy packages transported by vessels.

HOURS OF WORK IN COAL MINES.

The question of hours of work in Coal Mines will come before the International Labour Conference for the second time at its Fifteenth Session, which will meet at Geneva on 28 May.

It will be recalled that it was first put on the Agenda of the Fourteenth Session in 1930. At that Session the Conference formally decided not to deal with the problem by way of a first discussion only but to proceed to a final discussion. On the final vote, however, the proposed Draft Convention prepared at that Session failed by a small margin to secure the two-thirds majority of the votes necessary for its adoption, and the Conference thereupon immediately decided to place the question on the Agenda of the Fifteenth Session for further consideration.

In view of the special circumstances in which this decision was taken, the International Labour Office, with the approval of the Governing Body, circulated a Questionnaire to the Governments of all the Members of the Organisation with a view to the preparation of a Blue Report in the usual form containing proposals which might serve as a basis for the discussions and decision of the next Session.

This Blue Report first sets out the replies of the Governments. This is followed by the conclusions which can be drawn from them, and the text in English and French of a proposed Draft Convention limiting hours of work in coal mines is submitted for the consideration of the Conference.

This Convention would apply to all coal mines, i.e., any mine from which only hard coal or lignite, or principally hard coal or lignite together with other minerals, is extracted.

Time spent in the mine is defined as the period between the time when the worker enters the cage in order to descend and the time when he leaves the cage after re-ascending.

In mines where access is by an adit the time spent in the mine shall mean the period between the time when the worker passes through the entrance of the adit and the time of his return to the surface.

In no coal mine shall the time spent in the mine by any worker exceed seven hours and forty-five minutes in the day. Within five years at the latest from the date of the closure of the Fifteenth Session of the International Labour Conference the possibility of a further reduction in hours of work shall be considered and a decision taken.

The Convention indicates the exceptional methods of calculation which will be recognised for determining the time spent in the mine.

Workers shall not be employed on underground work in coal mines on Sundays and legal public holidays. National laws or regulations may, however, authorise certain exceptions for workers over eighteen years of age, which are clearly set out in the proposed Draft Convention.

Work thus permitted shall be paid for at not less than one and a quarter times the ordinary rate, and the workers who are engaged to any considerable extent on it shall be assured either of a compensatory rest period or an adequate extra payment in addition to the rates specified above.

Regulations made by public authority after consultation with the organisations of employers and workers concerned may lay down shorter hours for workers in workplaces which are rendered particularly unhealthy by reason of abnormal conditions of temperature, humidity, or other cause.

The hours specified in the Convention may be temporarily exceeded in case of accident, in case of *force majeure*, or in case of urgent work to be done to machinery, plant or equipment, etc., but only in so far as may be necessary to avoid serious interference with the ordinary working of the mine. No other overtime for coal production shall be allowed under this head.

Regulations made by public authority after consultation with the organisations of employers and workers concerned may authorise for individual workers a prolongation of the time spent in the mine beyond the limits laid down up to half-an-hour per day, in so far as their work is necessary for preparing or terminating work in the ordinary way or for a full resumption of work on the next shift, provided, however, that this shall not refer to productive work.

In addition to these provisions, sixty hours' overtime in the year may be put at the disposal of undertakings by the public authority. This overtime shall be paid for at not less than one and a quarter times the ordinary rate.

Some special provisions are contemplated for underground lignite mines, open hard coal and lignite mines, and mixed lignite mines.

These are the main lines of the proposed Draft Convention submitted at the end of the Blue Report which the International Labour Office has sent to the Governments of States Members in view of the forthcoming Session of the Conference.

THE PARTIAL REVISION OF THE 1919 CONVENTION CONCERNING THE EMPLOYMENT OF WOMEN DURING THE NIGHT.

In view of the Fifteenth Session of the International Labour Conference, which will meet at Geneva on 28 May, the International Labour Office has submitted to the Governments of States Members a Report on the partial revision of the Convention concerning the employment of women during the night.

It will be recalled that the question was raised in the Governing Body on the occasion of its examination of the Report on the working of the Convention which it is obliged to present to the Conference at least once every ten years. When the Governing Body, in June, 1930, undertook the first examination of this Ten-Year Report, it decided on the strength of proposals submitted by the Belgian, British, and Swedish Governments, that the question of placing the revision of the Convention on the Agenda of the Conference should be considered. Accordingly, a general consultation of all the Members of the Organisation took place, and in January, 1931, after having taken note of the replies received, the Governing Body finally decided to place on the Agenda of the Fifteenth Session of the International Labour Conference the partial revision of the Convention in respect of the following points :—

(*a*) Insertion in the Convention of a clause specifying that the Convention does not apply to persons holding positions of supervision or management ;

(*b*) Insertion in Article 2 of the Convention of a provision authorising the Members of the Organisation to substitute for the interval 10 p.m. to 5 a.m., during which night work is absolutely prohibited, the interval of 11 p.m. to 6 a.m.

In order that the effect of this decision may be quite clear, the Report of the International Labour Office recalls the fact that " in accordance with Article 400 of the Treaty of Versailles, and subject to the provisions of Article 402 (3) of the said Treaty, the Conference shall not revise in whole or in part a Convention which has previously been adopted by it save in respect of the question or questions placed by the Governing Body on the Agenda of the Session."

The Fifteenth Session of the Conference can accordingly only revise the Convention concerning the employment of women during the night as regards the two specific points which the Governing Body has placed on the Agenda.

Thus the limits of the action of the Conference are defined in exactly the same way as they are defined in the case of any other item placed on its Agenda by the Governing Body.

According to the Standing Orders of the Conference, the International Labour Office is obliged to submit draft amendments which may serve as a basis for the Conference's discussion. The purpose of the present report is to furnish to the Conference these draft amendments.

In order to draw these up, the Office took into account the experience of Governments which have ratified the Convention as revealed in the Reports sent in under Article 408 of the Treaty of Versailles, the statements submitted by the Governments responsible for proposing the revision of the Convention in respect of the two points finally selected by the Governing Body, the observations of other Governments on these points, the discussions of the Governing Body itself.

On the basis of this information, the International Labour Office at the end of its Report proposes the following draft amendments :—

> In Article 3 of the Convention insert a second paragraph worded as follows :—
>
> " This Convention does not apply to persons engaged in supervision or management who do not ordinarily perform manual work."
>
> In Article 2 add at the end of the first paragraph the following fresh paragraph :—
>
> " Provided that the competent authorities may, in view of exceptional circumstances affecting the workers in a particular industry or area and after consultation of the employers'

and workers' organisations concerned, decide that for those workers the interval between 11 o'clock in the evening and 6 o'clock in the morning shall be substituted for the interval between 10 o'clock in the evening and 5 o'clock in the morning. Wherever advantage is taken of this provision the Government concerned shall supply relevant information in the annual report provided for by Article 408 of the Treaty of Versailles and the corresponding Articles of the other Treaties of Peace."

STUDIES ON INDUSTRIAL RELATIONS.

The International Labour Office has just published a volume containing several individual studies on the relations between workers and employers. This first volume covers the following undertakings: the Siemens Works, making electrical apparatus and machinery at Siemensstadt (Berlin), the Lens Mining Company (France), the London Traffic Combine, the State Mines of the Saar Basin, and the Bata Boot and Shoe Factory (Czechoslovakia).

A second volume is in preparation and will include in particular the Fiat Motor Works at Turin and the Sandviken Steel Works (Sweden).

The International Labour Office, with the assistance of the Industrial Relations Councelors, Inc., of New York, undertook this study as the result of a resolution adopted by the International Labour Conference in 1928 requesting the Office " to follow with due attention the progress of the spirit of collaboration between employers and employed."

Great importance is attached to this question, particularly in North America since the war, and the International Labour Office in 1927 published a report on *Industrial Relations in the United States* by the Deputy-Director who, when on a visit to that country, had realised the interest which employers and workers showed in this question. Similar ideas were expressed during conferences held in Austria, Finland, Great Britain, the Netherlands, New Zealand, and Sweden. Another illustration of the same tendency will be found in the creation of the " Reichswirtschaftsrat " in Germany and the " Conseil national économique " in France, and the procedure now established for regular consultation with the representative employers and trade union organisations in Great Britain.

The aim of the series of monographs on industrial relations, of which the volume just published is the first, is not to build up any theory or to inculcate any doctrine. They make available some of the experience acquired in the actual industrial operation in order to show the real extent of the development of relations between employers and workers either within individual firms or by collective agreement between trade organisations.

The undertakings selected were chosen as illustrations rather than as patterns. Each study gives a brief account of the history of the undertaking, the number of workpeople employed, its financial organisation and so forth. It then describes the internal organisation of the industrial relations service and sets out the activities of the works councils or other similar bodies within the works.

Detailed information is given on the working of the system of industrial relations, the methods followed for controlling the staff, on vocational training, apprenticeship and education, on health and the prevention of industrial accidents, and in some cases on pensions, profit-sharing schemes co-partnership, insurance, facilities for saving and all the different welfare schemes which the undertaking in question may have set up.

WAGES AND REGULATION OF CONDITIONS OF LABOUR IN THE U.S.S.R.

The International Labour Office has just published a Report on *Wages and Regulations and Conditions of Labour in the U.S.S.R.* by the late Simon Zagorsky, formerly Chief of the Russian Service in the Office, who had just completed the first draft when he died on 14 March, 1930.

The first part of the work deals with the regulation of working conditions. The writer describes the machinery of State regulation, the system of discipline in factories, and then examines in detail the terms of individual and collective contracts of service: their form, main lines, duration, the rights and obligations of the parties, cancellation.

The second part is a description of the wage system in Soviet Russia from a historical and legal point of view. After having shown the general principles of the regulation of wages and of the wages policy, the writer examines the usual systematic methods of wage-fixing and the relation of wages to output. A number of tables show wage fluctuations from 1924 to 1929. Appendices are added giving notes and tables on the methods of calculating wages and on the cost of living index numbers, and a bibliography.

A JAPANESE GIFT OF CHERRY TREES.

On 6 March fifty young cherry trees were planted in the grounds of the International Labour Office. These were presented by the *Asahi*, one of the leading Japanese newspapers.

These trees were shipped from Yokohama on 15 January. Referring to the gift in an article published on 16 January, the *Asahi* recalled the fact that the various rooms in the International Labour Office are decorated with furniture and ornaments contributed by the Governments of the States Members, representative organisations of employers and workers, and individual friends of the Office. The *Asahi* considered it an honour to offer this gift of cherry trees. All the trees are of the species bearing double blossoms, and of the finest variety grown in Japan. It is expected that some of the trees may begin to blossom in the coming spring; others may take a little longer, but in any case all the trees will probably blossom after three years.

When the trees had been planted, Mr. Yoshisaka, Permanent Delegate of Japan to the International Labour Organisation, made a short speech stressing the symbolic character of this gift of the *Asahi*. " The capital of the United States," he said, " has for some years had a magnificent avenue of cherry trees on the banks of the Potomac offered as a token of Japanese friendship, but to my knowledge this is the first large shipment of our cherry trees to Europe. I trust that they will prosper in this international soil. Let them blossom magnificently, and let their purity, grace and perfume charm the leisure of those who are working here for the welfare of mankind. They will thus be a living proof of the deep and ever growing attachment of Japan to cause of the Organisation."

Mr. Albert Thomas, in thanking the donors, referred to his journey to Japan, where he was much struck by the love which the Japanese showed for the flowers of their beautiful country. These unforgettable memories make the gift of cherry trees from the *Asahi* appear to him particularly touching. The International Labour Office will take care of them as a poetic symbol of the increasingly active part which Japan plays in the work of international social progress.

FORTHCOMING MEETINGS.

10 April.—Geneva: Committee of Experts on Article 408.

14 April.—Geneva: Advisory Committee on Salaried Employees.

15 April.—Geneva: Standing Orders Committee of the Governing Body.

18 April.—Geneva: Fifty-second Session of the Governing Body.

8 May.—London: Correspondence Committee on the Prevention of Industrial Accidents.

11 May.—Geneva: Technical Committee on Glassworks.

18 May.—Geneva: Advisory Committee on Professional Workers.

20 May.—Geneva: Conference on Labour Statisticians.

28 May.—Geneva: Fifteenth Session of the International Labour Conference.

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1931. No. 4 APRIL

1931

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 April 1931 the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations, and officially notified to the International Labour Office, was 428.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretariat of the League of Nations was 34.

During the month of April 1931 three new ratifications were registered.

Australia ratified the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

Luxemburg ratified the Convention concerning the protection against accidents of workers employed in loading or unloading ships, and the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS.

The Committee of Experts appointed to examine the reports which, in accordance with Article 408 of the Treaty of Versailles, States agree to make on the measures which they have taken to give effect to the provisions of International Labour Conventions which they have ratified, sat from 10 to 15 April. Mr. P. Tschoffen (Belgium) was appointed Chairman, and Mr. Jules Gautier (France) Reporter.

In addition, the following were present: Mr. Erich (Finland), Sir Selwyn Fremantle (India), Mr. Gini (Italy), Mr. de Roschembar-Likowski (Poland), Mr. McNair (Great Britain), Mr. Von Nostitz (Germany), Mr. Quadrat (Czechoslovakia), Mr. Rappard (Switzerland).

In its report to the Governing Body the Committee noted the ever-increasing numbers of Conventions ratified and of reports submitted by the various States. This year the latter numbered 332, excluding reports received during the session. The Committee also noted considerable progress in the effective application of International Labour Conventions.

THE FIRST SESSION OF THE ADVISORY COMMITTEE ON SALARIED EMPLOYEES.

On 14 and 15 April, the Advisory Committee on Salaried Employees set up by the Governing Body of the International Labour Office held its first session. The following members were present:

Representing Salaried Employees: S. Aufhaüser (Germany), G. Brost (Germany), L. Christophe (Belgium), F. Horand (Switzerland), R. Klein (Czechoslovakia), Landi (Italy), Mogi (Japan), H. Raabe (Poland), M. Rössiger (Germany), G. J. A. Smit (Netherlands), G. Tessier (France).

Representing the Governing Body: M. Weigert (Germany), M. Schürch (Switzerland).

On the motion of Mr. Tessier (France) and Mr. Smit (Netherlands), Mr. Weigert was unanimously elected Chairman.

After examining the programme of work to be carried out in order to improve the conditions of work of salaried employees, the Committee gave first place in its discussions to the problem of unemployment from which this category of workers is suffering severely.

The Committee expressed the wish that the work undertaken by the International Labour Office on this subject would be carried on as quickly as possible, and with a view to supporting the efforts which are being made to solve the serious problem of unemployment the Committee adopted a Resolution drawing the attention of the Governing Body to three measures which, apart from the shortening of hours of work, would, in their opinion, help to reduce unemployment amongst salaried employees or at least minimise its results.

The measures thus recommended are:

(1) The development of national systems of free public employment exchanges and international co-operation for finding work for salaried employees;

(2) The adoption internationally of more liberal policy as regards the labour market, which would enable employees to find work abroad (such employees should have the benefits of social insurance secured to them by agreements between States);

(3) Vocational training of unemployed employees with a view to helping them to change their profession.

With a view to preventing unemployment among salaried employees becoming more severe the Committee particularly recommends an improvement in the legal protection regarding the notice to be given before dismissal. The period of notice should be made longer and dismissal compensation should be increased. These measures of protection should depend on the length of service, so that older employees would be better able to meet the difficulties of finding new work.

The Committee unanimously requests the Governing Body to draw the attention of Governments to the importance of these measures.

The Committee expressed the wish that the following subjects should be entered on the Agenda of its next session: (1) Sunday rest; (2) regulation of the opening and closing hours of shops; (3) holidays with pay for employees.

The Committee also stressed the importance of setting up or generalising measures for the protection of apprentices, and requested that an investigation should be undertaken on the legal status of commercial travellers with a view to later discussion.

On the subject of clauses restricting freedom of employment, the Committee in the period which may elapse before international regulations will effectively prohibit their use, requests the Governing Body to draw the attention of Governments to the necessity of taking measures with a view to protecting salaried employees, particularly on the following points:

(1) To guarantee the salary during the period in which the radius clause remains in force;

(2) To limit the scope of the radius clause as to time, territory and subject;

(3) To cancel the effects of the radius clause when the agreement has been cancelled by the employer or when the employer has given cause to the employee to terminate his agreement without notice;

(4) Prohibition of secret agreements between employers on this point.

Finally, the Committee requested the International Labour Office to take all measures likely to hasten the adoption of an international regulation on the right of invention of salaried employees, which would take into account the right of the inventor to have his name mentioned.

THE FIFTY-SECOND SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Fifty-second Session in Geneva from 18 to 22 April, under the chairmanship of Mr. Arthur Fontaine (France).

The Chairman welcomed Mr. Adolfo Posada, the new representative of the Spanish Government. He recalled the fact that Mr. Adolfo Posada, who is a well-known professor at the University of Madrid, was one of his country's delegates to the Washington Conference in 1919. All those who were present at that Conference warmly appreciated his co-operation. The Chairman also referred to the fact that the new Minister of Labour in Spain, Mr. Largo Caballero, was a worker's delegate on the Governing Body. Without wishing to refer to the internal politics of Spain, his colleagues were very pleased to see one of their members called to this important position.

Mr. Arthur Fontaine then read a letter received from Count de Altea, who formerly represented the Spanish Government on the Governing Body. In informing them of his resignation, Count de Altea declared that he will never forget the years of co-operation in the work of the Governing Body, and that his devotion to the cause of the Organisation will remain unimpaired. The Chairman interpreted the wishes of the Governing Body in addressing to Count de Altea the expression of their sincere friendship.

Mr. Adolfo Posada thanked Mr. Arthur Fontaine for his expressions of welcome. He considered the fact that he participated in the First Session of the International Labour Conference at Washington one of the greatest honours in his life. He added that he came to Geneva as representative of the Republic of Spain on the Governing Body in order to state the intention of the new Spanish Government to continue to co-operate enthusiastically in the work of furthering social justice which the Office is carrying out.

On behalf of the workers' group, Mr. Jouhaux associated himself sympathetically with the words of the Chairman regarding Count de Altea. He then enthusiastically welcomed the presence in the Governing Body of the representative of the Spanish Republic, which will, it is hoped, act powerfully in favour of progress and social justice. He expressed the satisfaction of the workers' group in seeing that one of its members, Mr. Largo Caballero, had become Minister of Labour in Spain. He referred to the care and devotion which Mr. Caballero had always shown in the work of the Governing

Body. The workers' group relied on his support in furthering the claims of labour throughout the world.

Mr. Oersted associated the employers' group with the expressions of sympathy shown towards Count de Altea. Apart from any political considerations, he also recognised the helpful co-operation of which Mr. Largo Caballero had given proof in the Governing Body, and welcomed Mr. Adolfo Posada.

The Organisation of a Factory Inspection Service in China.

The Governing Body considered a communication of the Chinese Government asking for the assistance of the Office in the organisation of a factory inspection service in China. It decided to accede to this request. The International Labour Office will send to China, at a date which will be fixed in agreement with the Chinese Government, a mission consisting of experts in questions connected with factory inspection.

Records of Committee Meetings.

The Governing Body approved the records of the last session of the Mixed Advisory Agricultural Committee. Speaking on this subject, Mr. de Michelis (Italy) referred to the progress made since that session in the study of the organisation of international agricultural credit, the importance of which the Advisory Committee had stressed.

The Governing Body also approved the record of the Correspondence Committee on Accident Prevention, and adopted the report of the Committee on Automatic Coupling which held its Second Session at Geneva on 2 and 3 February.

The Resolutions of the Advisory Committee on Salaried Employees.

The Governing Body considered the resolutions submitted by the Advisory Committee on Salaried Employees, which held its First Session at Geneva on 14 and 15 April.

It referred the resolution concerning the measures to be taken with a view to reducing unemployment amongst salaried employees to its Unemployment Committee.

The resolutions concerning the protection of salaried employees' inventions and concerning the clauses restricting freedom of employment (radius clause) were referred to the Advisory Committee on Professional Workers, which has also had these questions under consideration, with a view to seeing whether it is possible to reach a single text or an agreement.

The Governing Body will fix the agenda of the next session of the Advisory Committee on Salaried Employees when it decides to call it together.

The Budget of the International Labour Organisation.

The Governing Body considered the budget of the Organisation for 1932. A number of observations were made on various items. The budget as proposed by the Finance Committee was finally adopted by 16 votes to nil, the employers' group abstaining.

The Organisation of the Staff of the Office.

The Governing Body considered a report of its Finance Committee concerning the future organisation of the staff of the International Labour Office. This report called for no decision, but provided an opportunity for an exchange of views which will act as a guide to the Director in drawing up his plans for the future organisation of the staff of the Office.

Conditions of Work on European International Waterways.

The Governing Body then discussed the differences of opinion which have arisen in connection with the sphere of competence of the Committee of Experts appointed last year to examine questions concerning conditions of work on European international waterways.

The Governing Body decided to allow the Committee of Experts to continue the preliminary work entrusted to it and to await its report, in order to take a decision on the problems which may be selected and which are within its competence. This decision does not bind the Governing Body on any matter of principle.

A Directory of Social Services.

After having considered the report of the Committee on Social Charges, the Governing Body decided to publish a *Directory of Social Services,* which will give periodically for the various countries the most complete information possible on social insurance services and on social assistance. In a separate section of this Directory information will be given concerning family allowances paid by employers and holidays with pay.

The Position of Officials who are Candidates for Political Elections.

The Governing Body dealt with the position of officials of the International Labour Office who present themselves for election in their own countries. This question was raised as a result of the adoption by the last Assembly of new staff regulations, of which one of the clauses prohibits any member of the Secretariat while he holds that position from being a candidate for an office of a political character.

The Governing Body decided by 17 votes to 6 not to insert this provision as it stands in the staff regulations of the International Labour Office, and requested its Standing Orders Committee to present it with a draft adapting the decision of the Assembly.

Proposals for Practical Action in connection with Unemployment in Europe.

The Governing Body considered the draft of a memorandum prepared by the International Labour Office for submission to the Commission of Inquiry for European Union, which is meeting on 15 May, containing proposals for practical action in connection with unemployment.

Mr. Albert Thomas reminded the Governing Body of the conditions in which this draft had been drawn up. The memorandum might be considered to be of a somewhat limited and cautious nature. Although the unemployment problem and its remedies were of a universal character, and the International Labour Organisation was concerned with solutions which might be applied to the whole world, there were nevertheless certain aspects peculiar to Europe, and it was, of course, with those aspects that the memorandum primarily dealt.

The possible remedies for unemployment in Europe might be of a political, financial, or economic character, which removed them outside the competence of the Organisation. Thus, for example, far-reaching measures might be contemplated with a view to a customs truce or a more satisfactory distribution of gold, the improvement of the circulation of capital or the distribution of credit. The

Office could, of course, refer to the importance of such elements ; but it should mainly devote its energies to drawing attention to the measures and reforms which fell within its competence. However limited those measures might appear, it felt that it was its duty to recommend them.

Mr. Yoshisaka, Japanese Government delegate, considered that the proposals of the Office were of considerable interest to Europe. But it appeared to him that the measures proposed in the memorandum, as, for example, the organisation of international public works, employment exchanges, and so on, could be applied to oversea countries as well. If international public works, for example, were organised on a wider basis than that of Europe, it would be greatly to the advantage of the European workers themselves. The credits necessary for carrying out such work might also have a wider international character.

The memorandum referred to the question of emigration only from the European point of view. Here again the exchange of labour should not be limited to European emigration, but should aim at an exchange of workers between countries in all continents. There were some oversea countries whose interests were identical with those of European countries, and those countries would welcome international action on broad lines.

Mr. Picquenard, French Government delegate, recognised the great importance which attached to the International Labour Organisation presenting practical proposals with a view to alleviating unemployment. It was, however, rather dangerous to have proposals which could not be realised in the near future, as failure or excessive delay would affect the prestige of the Organisation. The memorandum of the International Labour Office, said Mr. Picquenard, did not conceal the fact that large-scale public works would take a long time to carry out. The memorandum pointed out, on the other hand, that a European Labour Exchange could be set up much more quickly. He was sceptical on this point. If its only function would be to pool existing information as to the state of the labour market in different countries, such an institution could be set up relatively quickly. If, on the other hand, it was to be entrusted with the actual task of placing workers in different countries, the task would be much more delicate and would meet with many more difficulties, as workers could not be treated as interchangeable merchandise ; their origin was not a matter of indifference to their future employments. Mr. Picquenard also considered that one could not expect immediate results from a European Labour Exchange during a period of depression, for it was unfortunate that there were no countries in which a demand for labour could be shown to exist. So far as France was concerned, there was no need for foreign labour in any occupation, and she certainly would not be able to absorb foreign workers for many months. Therefore, great hopes of an alleviation of the crisis must not be expected from a European Labour Exchange. Mr. Picquenard, in conclusion, suggested referring this proposal to the Joint Sub-Committee which it was contemplated in the report of the Office the European Commission would set up. It would perhaps be desirable, however, that both countries of emigration and countries of immigration should be sufficiently represented on the Sub-committee, so that all points of view could be taken into consideration.

Mr. Čurčin, Yugoslav employers' delegate, after presenting some observations as to the competence of the International Labour Office regarding certain economic questions mentioned in the memorandum, agreed with the remarks made by Mr. Picquenard concerning the proposals suggested. In fact, economic measures alone could effectively remedy the general economic crisis and the resulting unemployment crisis. The measures which fell within the competence of the Organisation were really of a secondary character, and the memorandum attributed too much importance to them.

As regards the two committees suggested at the end of the memorandum, Mr. Čurčin proposed that the first should consider first of all the question of requiring Governments to retain foreign workers who were already employed in their countries, and that the second committee should in any case consider the financial and credit situation of the countries in which public works might be undertaken.

Mr. Müller, German workers' delegate, considered the remedies suggested inadequate. Without wishing to belittle the benefits of unemployment insurance, to which the proposals of the Office referred, he considered that it was only a mitigation of the effects of the depression and not a remedy. He also considered that the organisation of labour exchanges was not of much use when there were no vacancies for employment. In Germany at present the situation was such that the main function of the public employment exchanges was to register the number of the unemployed. If a European Labour Exchange were to be set up to-day, where would it find work for the unemployed ? Mr. Müller considered the proposal to introduce automatic coupling on railways very interesting, as it would find work for a considerable number of unemployed ; but where is the money to come from ? He regretted that the International Labour Office in its memorandum should not have stressed the remedies which, in his opinion, were likely to be effective in re-establishing the balance between production and consumption. These proposals were a shortening of hours of work, an increase in real wages, and a control of rationalisation. He also regretted that the Unemployment Committee should not have been called together again.

Mr. Wolfe, British Government delegate, said that the British Government had no general observations to make on the memorandum of the Office. He agreed with Mr. Picquenard's suggestion concerning the conditions under which the proposal to set up an International Labour Exchange should be referred to the proposed Sub-committee. It was essential in his view that before such an organisation was contemplated, national systems of employment exchanges should exist in the different countries similar to those already existing in Great Britain and Germany. Until the different countries had set up a system of employment exchanges it was not possible to organise such a system on an international basis. As the British Government had not yet had time to consult the Dominions with regard to the question of immigration into oversea countries, it must reserve any observations on that point until a later date.

Mr. de Michelis, Italian Government delegate, considered that the Office had carried out the work which the Governing Body had entrusted to it in the most careful and thorough way. On the question of the organisation of an International Labour Exchange, Mr. de Michelis did not share Mr. Picquenard's apprehensions. He had himself found that the greatest difficulty which existed in placing workers in foreign countries was the lack of knowledge of the conditions of the labour market in the countries to which the workers could be sent.

Thus, one of the most important functions of the proposed Labour Exchange would be the collection of information. It would need to be informed, so to speak, day by day of the labour requirements of the various countries. An institution of this kind could work all the better if it had the support of national employment exchange systems, but it was not necessary to wait until such systems existed in all countries before setting up an international labour exchange. Indeed, the establishment of an international exchange would probably promote the creation or development of national employment exchanges. Difficulties would undoubtedly be encountered in the working of the labour exchange; nevertheless, he thought that in this field practical results could be obtained fairly rapidly.

He also added that since the idea of adjusting labour to the requirements of the labour market had been accepted, it would be desirable that studies should be made on this aspect of the question, and that the question of colonisation and the remedies which it might afford to the economic disorganisation of Europe and of the world should be taken into consideration.

He fully realised the difficulties which any practical action to combat unemployment was likely to encounter, but he felt that action must be taken without delay, and he strongly supported the proposals of the Office. He also supported Mr. Picquenard's proposal to widen the composition of the proposed Sub-committee, so that the Governments of countries of emigration and immigration should both be able to express their opinion.

Replying mainly to Mr. Čurčin, who had referred to the intervention of workers' organisations with a view to expelling foreign workers from the country in which they found themselves, Mr. Jouhaux, French workers' delegate, declared that he had no knowledge of such incidents. Proceeding to analyse the memorandum of the International Labour Office, Mr. Jouhaux pointed out that its main weakness lay in the fact that it did not suggest any action on the fundamental causes of the present depression. No doubt it did not aim at indicating large and final remedies for unemployment. It was necessary for it to restrict itself to the European field with a view to obtaining some relief from the present evils, and from this point of view there was no doubt that the setting up of a European Labour Exchange would be of considerable value. Mr. Jouhaux pointed out that, contrary to the opinion of Mr. Picquenard, there were a certain number of vacancies for labour which could not be satisfied even in the countries which were most hard hit by unemployment. In France, for instance, though such vacancies did not exist in industry, there were some in agriculture, and a similar position might exist in many other countries. The setting up of an international labour exchange would thus be really useful even in circumstances such as those which obtained in Europe at present. It was clear, however, that that did not provide a fundamental solution of the problem of unemployment. The depression had deepened, according to Mr. Jouhaux, since the last Session of the Governing Body, and there was no certainty that the bottom of the slump had yet been reached.

The deepening of the depression which had occurred was the result on the one hand of a reduction of wages which had become fairly general, and which had reduced the purchasing power of the working classes, and on the other hand, of the accentuation of national protection and economic conflict. If this went on, there was no possible solution, and it was necessary to face this fact. The International Labour Office could not allow such a situation to arise without protest.

Mr. Jouhaux nevertheless considered that the two proposals put forward by the Office in its memorandum concerning the European labour exchange and public works were of considerable value. So far as he was concerned, he gave them his support, provided always that these proposals should not distract the attention of the Office from the more fundamental problems.

Mr. Laemmle, German Government delegate, said that the unemployment situation as a whole continued to be extremely grave. Since January, it was true that a slight improvement had been apparent on the principal stock exchanges; but even if a new economic cycle were about to be inaugurated no hope could be held out that the effect of the revival would make itself felt on the labour market for a long time to come. The immediate future, therefore, remained gloomy.

It was impossible to ignore the moral effect which the continuation of the crisis would have on the workers and, in particular, on young persons. These considerations had led the Committee set up in Germany to study the unemployment problem to propose that during the crisis hours of work should be reduced by law according to the varying conditions existing in the various branches of industry. The German Government had not yet taken a decision on this point. In any case, it was difficult for one single country to find a solution for so serious an economic problem, and it was unfortunate that the Governing Body had not been able at its January Session to reach a more definite solution. It was possible that new points might be brought forward during the discussions at the International Labour Conference. The memorandum submitted by the Office represented interesting practical suggestions. Different opinions might be held as to the immediate and practical effect of the proposed measures, and it might be asked, for example, how far the proposed labour exchange would contribute effectively to restore equilibrium in the labour market. The suggested programme of public works appeared to be a more satisfactory proposal. The importance of the Office proposals did not so much reside in their details as in the desire which they showed to quit the field of theoretical discussion and to deal with the practical aspects of the question.

Mr. Schürch, Swiss workers' delegate, said that when unemployment had been discussed at the January Session the Committee's Report had been criticised as being too theoretical, but now that the new memorandum put forward concrete suggestions it was criticised again. No illusions should be entertained as to the immediate realisation of the proposed solutions, but it was satisfactory that on this occasion practical proposals had been put forward.

Although it might be true that the unemployment crisis could only be finally solved on world-wide lines, that did not mean that measures which might be taken in Europe on a continental or national basis should be neglected. All possible measures which might result in a decrease of unemployment should be put into operation.

It had been suggested that the remedies put forward in the memorandum would encounter financial difficulties. That might be true for certain countries, but it could not be denied that sufficient capital was available in Europe to carry out the programme proposed by the Office. What was required was increased international confidence.

Mr. Lambert-Ribot, French employers' delegate, wished to make a certain number of observations concerning the theoretical expressions used in the general part of the memorandum of the International Labour Office. As time was lacking he would not start a discussion on this point, but would refer at once to the practical proposals concerning a European labour exchange. Those were measures which would apply rather to endemic unemployment than to a serious crisis such as the one which at present existed. That was, however, no reason why the attempt should not be made; he had no objection to an endeavour being made to settle the question of equality of treatment of workers, and steps being taken concerning finding employment, insurance and relief. The employment exchange would doubtless prove useful as a centre of information, but he did not think it would be desirable to entrust it with executive functions. It would doubtless be better to leave such measures to the bodies already in existence.

The memorandum also dealt with the question of public works, which were generally recommended as a remedy in normal times and still more so during a crisis, provided that they had been planned in advance. Two things were, however, necessary: they must be economically productive and also, before their international aspect was considered, they must be adapted to the economic situation in the countries concerned. It would seem difficult to take any steps of this nature on an international basis as long as an economic crisis existed in the various countries. Since it was essential that some practical action should be taken, the urgent needs of a certain number of European countries should be considered in order that means might be found to assist them. That was in effect the object of the League of Nations, the International Institute of Agriculture, and the Committee which was at present meeting to study the question of setting up an International Institute of Agricultural Credit. The same applied to the unemployment question. In the industrial sphere solidarity must be attained by international agreements, not necessarily of a private character. Generally speaking, not many of the kinds of work referred to in the Office memorandum were, in the opinion of Mr. Lambert-Ribot, economically speaking, immediately practicable or profitable.

In concluding his statement, Mr. Lambert-Ribot replied to Mr. Jouhaux on the question of wages and on the question of tariff barriers. Throughout the world an effort was being made to reduce the cost of production, not in order to reduce the purchasing power of the workers but in order to allow consumers in general to purchase what they required under better conditions. As far as customs tariffs were concerned, he considered they were a defensive weapon and nothing more. Moreover, the remedy for the present crisis was to be found neither in an increase nor in a reduction in customs barriers but in the conclusion of economic agreements, and as soon as such agreements were concluded customs questions would be found to be of secondary importance and would be easily settled.

Mr. Krueger, German employers' delegate, said that in his opinion the only remedy for unemployment consisted in steps of an economic nature which, owing to their character, did not fall directly within the scope of the International Labour Organisation. The proposals of the Office were doubtless interesting, but he did not think they were of great practical value.

The real solution of the question was to be found in re-establishing the normal situation of the money markets. It was necessary to secure an adequate distribution of gold throughout the world. Unfortunately, the transfer of gold was only too often decided by political and not by economic considerations. This question obviously did not fall within the immediate scope of the Office, but it was nevertheless possible to call the attention of the Commission of Inquiry for European Union to the question.

The Director said that the memorandum which he had prepared for the Commission of Inquiry for European Union had been criticised by various members of the Governing Body on opposite grounds. He would remind the Governing Body in what spirit the memorandum had been drawn up. He had endeavoured, in this case as in all others, to see that the Office did what it had been instructed to do. It had been instructed to lay before the Commission of Inquiry for European Union practical proposals on subjects which fell directly within the competence of the Office and which were of a specifically European character. The two proposals which appeared as the conclusion of the memorandum exactly corresponded to those conditions. The reason why he had not dealt with the questions which Mr. Jouhaux and Mr. Lambert-Ribot would have wished to see discussed was that the Unemployment Committee had excluded them from the positive and unanimous conclusions of its report. He intended to deal with them in his Report to the Conference, where the discussion would be resumed on general lines. He had not felt able to bring them to the notice of the Commission of Inquiry for European Union because they did not lead to solutions which were practical in their application and European in scope.

Practical solutions were not necessarily solutions which could be applied immediately or would be immediately effective. For the " European labour exchange " a period of organisation would be necessary. Its existence would not mean that unemployment would cease all at once. The Director had pointed this out more than once in his memorandum. It had been said that the European labour exchange would be more useful to combat endemic unemployment than that resulting from the crisis. But unemployment of the former kind co-existed with and aggravated the latter, and there thus seemed reason to hope that the establishment of a European labour exchange would produce appreciable results. Further, the difficulties which workers in certain occupations experienced in periods of crisis, and even in normal periods, in going abroad to complete their training, as well as the controversies which arose between one country and another concerning foreign workers who were expelled or who could not be admitted, should also be taken into account. If the Commission of Inquiry for European Union set up the mixed Sub-committee which the Director had suggested, and which might be enlarged, a first step towards the settlement of all these problems would have been taken.

As regards the programme of international public works, too much importance should not be attached to the definite schemes which he had mentioned. They had only been given as examples. Incidentally he had not invented them; they had been suggested in certain publications. He had not said the time was ripe for them; the extent to which they were expedient or immediately practicable was a matter for consideration. Here again the main point was the proposal to set up a Sub-committee of the Commission of Inquiry for European Union, on which the International Labour Office might be represented for labour questions. The Sub-committee could be asked to consider the whole question of public works, international public works or national public works assisted by international credits. The Director had anticipated his critics by pointing out in the memorandum that such works should be economically profitable. The question which the Sub-committee would have to consider, if it were set up, was whether there would not be great difficulty at the present time in finding international credits for national public works.

The main thing about the suggestions made in the memorandum was in his view that they were practical, even if not immediately effective. They provided a definite basis on which to work, and to try to create something of a European spirit. It was for the Commission of Inquiry for European Union to consider them with that aspect in mind.

At the end of the discussion, the Governing Body decided to transmit the memorandum on unemployment to the Commission of Inquiry for European Union, together with the minutes of the discussions which had taken place in the Governing Body.

The Application of International Labour Conventions.

The Governing Body authorised the Director to append to his report to the Conference the record of the Committee of Experts appointed to examine the reports which, in accordance with Article 408 of the Treaty of Versailles, States agree to make on the measures which they have taken to give effect to International Labour Conventions which they have ratified.

Miscellaneous Decisions.

The Governing Body adjourned to its October Session the consideration of the study on Freedom of Association which it had asked the International Labour Office to undertake.

It approved a short report submitted to it by the Sub-committee on Handicraftsmen proposing to set up an Advisory Committee on Handicraftsmen. The Sub-committee will continue its work.

The Governing Body discussed the report of the Director on the activity of the International Labour Office. A certain number of appointments were made to fill vacancies which had arisen on various committees.

It also fixed the agenda and the date of the next meetings:

The Correspondence Committee on Accident Prevention, 8 and 9 May, London.

The Advisory Committee on Professional Workers, 18 and 19 May, Geneva.

The Technical Committee on Glassworks, 20 May, Geneva.

The Conference of Labour Statisticians, 20 May, Geneva.

The Governing Body decided to hold its Fifty-third Session on 26 May at Geneva, before the opening of the Fifteenth Session of the International Labour Conference, which will take place on 28 May.

PROPOSALS OF THE INTERNATIONAL LABOUR OFFICE TO THE COMMISSION OF INQUIRY FOR EUROPEAN UNION FOR PRACTICAL ACTION IN CONNECTION WITH UNEMPLOYMENT IN EUROPE.

As was mentioned above, the Governing Body decided to transmit the memorandum prepared by the International Labour Office containing proposals for practical action in connection with unemployment in Europe, together with a record of the discussion to which it gave rise, to the Commission of Inquiry for European Union.

This document stresses those aspects of world unemployment which are peculiar to Europe. It refers to the special condition of Europe as regards, on the one hand, the causes of the economic depression, and on the other, the means which have been used to mitigate its effects, especially unemployment insurance. The memorandum, however, lays special stress on two points: the organisation of the finding of employment for workers by public exchanges and the carrying out of large-scale public works.

The Convention concerning unemployment adopted at Washington in 1919 by the International Labour Conference laid the foundations of a sound organisation for the finding of employment by public exchanges. Of the twenty-four States which have ratified it, twenty-one are European States. The steps they have taken in this matter have certainly contributed to render the evils of the depression more easily bearable and even to mitigate the depression itself. It may be questioned, however, whether the development of employment exchange systems in the various countries of Europe is sufficient. The Washington Convention provided that: "the operations of the various national systems would be co-ordinated by the International Labour Office in agreement with the countries concerned." It must be admitted that this particular provision has remainded a dead-letter so far. The time has probably come to attempt to apply it in the case of European countries.

Either the International Labour Office itself or some public institution of a non-commercial nature to be established in connection with the Office, could act as a sort of clearing-house for the regular review of the demand and supply of labour in all occupations. What has been done as regards the buying and selling of certain materials required by industry might be attempted in the case of the organisation of the employment of workers in order to give them all work and the means of subsistence under acceptable conditions. Such an institution would be a sort of European labour exchange. Apart from its material advantages it would have considerable moral or psychological advantages. It would give European peoples the habit of considering questions of employment not merely from the national point of view but from the international point of view. Already certain States have endeavoured to arrange the exchange of young workers, chiefly printers and hotel employees, with a view to enabling them to improve their knowledge of their trade and at the same time to acquire also a knowledge of foreign languages. In this connection the International Labour Office has acted as an intermediary. Valuable experience has also been gained in the work done by the Office with the assistance of various countries, in the finding of employment for Russian refugees; in spite of particularly unfavourable conditions it was possible to find employment for 35,000 of them.

The ground is thus not entirely unbroken. If it is felt that it is wanted, the European labour exchange could quickly be set up and could work within the framework of laws which aim at protecting the national labour markets against unnecessary immigration of foreign labour.

In a recently published study the International Labour Office has pointed out the value of a national policy of public works, for those countries which have drawn up schemes in advance, in alleviating if not preventing unemployment. Such a programme should keep back public works which could be postponed in good times with a view to putting them in hand in periods of depression.

But apart from the value of such public works on a national scale as a partial remedy for the depression, the Unemployment Committee which met last January drew attention to " the possibility of Governments coming to an agreement through the appropriate organs of the League of Nations with a view to joint execution of extensive public works of an international character."

The value of such work is twofold. It is of direct use to the country in which it is carried out and it is of indirect, but not less vital importance, to other countries through the substantial improvements which are provided for all concerned, and through the orders for materials and equipment and the demand for labour to which it gives rise. Indeed, such work would also present a psychological and moral advantage. It would interest all the countries of Europe in objects of European character and would thus develop that " European spirit " of collaboration which it is the object of the Commission of Inquiry for European Union to foster.

Without presuming at the present stage to draw up a definite scheme, the International Labour Office draws attention to some of the ideas which have already been put forward. One such idea is that of a great international road system which would meet the present-day requirements of a rapidly increasing motor traffic. Special roads for motor traffic are everywhere being made in the most advanced countries of Europe, but they are not connected with one another. Should not an international road system have its main arteries both longitudinally and transversally? There might, for example, be one main artery passing through Paris, Vienna, Athens; another through Paris, Berlin, Warsaw and Moscow; a transversal trans-Alpine artery and another from the Balkans to the Baltic. This would, as it were, represent a nervous system of the United Europe which it is desired to create.

Similarly for navigable waterways. Certain regional systems exist and only require to be co-ordinated. The linking up of the Rhine and the Rhône and the North German system with that of the Danube would be enterprises which would affect internationalised waterways or waterways which pass through various countries. They would be of interest to a large number of commercial powers of Western, Northern and Central Europe.

The International Labour Office also refers to the problem of an international distribution of electric power which has already been raised by the Belgian Government in a memorandum to the Commission of Inquiry for European Union.

It also mentions a scheme with which the Office has long been specially preoccupied: the uniform and concerted substitution on all railways of the Continent of Europe of a suitable system of automatic coupling for the present system of screw coupling which causes many vital accidents every year. According to the estimate of an expert, this substitution, which would be of considerable value from the humanitarian, economic, and even technical points of view, would provide employment for more than 600,000 workers for five years.

The International Labour Office lays stress upon the fact that in these considerations it has systematically confined itself to what fell strictly within the competence of the Organisation and to those questions within this competence which could be studied by the Commission of Inquiry for European Union with a view to action in the near future.

It fully realised that economic or financial action might produce a greater effect in reducing unemployment, but it is impossible not to realise the constantly recurring difficulties encountered in the negotiations which have been carried on for some years past in order to put these ideas into application. From the point of view of the unemployed, immediate results are required. Even if these results are limited it does not matter so much provided they are tangible. It is for this reason that the Office has, in its memorandum, deliberately left out of account all far-reaching and possibly, in the long run, more effective proposals, such as the problems of wages and hours of work, which in their connection with unemployment have given rise to controversy between the employers' and workers' representatives on the Governing Body. The study of these wide problems will be systematically continued as part of the normal work of the International Labour Office. The present memorandum of the Office is confined to a few limited and definite suggestions concerned more especially with Europe. In order that they may be studied and set in motion as rapidly as possible the following proposals are made:

(1) That a sub-committee of three members of the Commission of Inquiry for European Union should discuss with three members of the Governing Body of the International Labour Office, and with the assistance of experts, i.e., the heads of competent administrations, the possibility of the immediate development of the international placing of workers and the migration of workers in Europe.

(2) That another sub-committee on which the Governing Body of the International Labour Office might also be represented (for labour questions) should draw up a scheme for European public works to be carried out in the near future.

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THE FIFTY-THIRD SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office met on 26 May at Geneva for its Fifty-third session.

The Chairman, Mr. Arthur Fontaine (France), being absent on account of illness, the Chair was taken by Mr. Poulton (Great Britain), Workers' Vice-President.

At the suggestion of Mr. Poulton, the Governing Body decided to send Mr. Fontaine a telegram expressing its sympathy and wishing him an early recovery.

The Governing Body examined the draft reports prepared by the International Labour Office on the working of the two Conventions adopted by the International Labour Conference in 1921, concerning the minimum age of admission of young persons to employment as trimmers or stokers at sea, and the compulsory medical examination of children and young persons employed at sea. No proposal of revision was made in connection with these Conventions. The Governing Body, after having adopted the texts of the ten-year reports on the working of these Conventions, decided to transmit them to the Conference which, in 1932, will deal with maritime questions.

The Governing Body referred to its Standing Orders Committee a proposal of the Spanish delegate concerning the use of non-official languages at the International Labour Conference.

It considered the record of the meeting held in London on 8 and 9 May by the Correspondence Committee on Accident Prevention, and decided to adjourn until its October session the consideration of the records of the meetings of the Advisory Committee on Professional Workers, the Technical Committee on Glassworks, and the Conference of Labour Statisticians which met in Geneva during the last fortnight of May.

The Governing Body considered the report of the Director on the work of the Organisation since the last Session, and also adopted a certain number of measures of an administrative character concerning the work of the International Labour Conference which opened on 28 May.

The Governing Body took note of the resolutions adopted by the Commission of Inquiry for European Union after it had examined the proposals submitted to it by the International Labour Office, with a view to practical action in connection with unemployment in Europe. It was decided that at a later session, after the election of the new Governing Body, it would appoint its six representatives on the sub-committee set up by the European Commisson with a view to studying the problems of unemployment and, in particular, the possibility of developing forthwith the international placing of workers by the migration of workers in Europe.

THE FIFTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The International Labour Conference met in Geneva on 28 May 1931 for its Fifteenth Session.

The Chairman of the Governing Body, Mr. Arthur Fontaine, being absent owing to illness, the Conference was declared open by Mr. Poulton, Workers' Vice-Chairman. The Conference unanimously desired to send to Mr. and Mrs. Arthur Fontaine a message expressing their sympathy, and sending their best wishes for an early recovery for the Chairman of the Governing Body.

The Conference unanimously called upon Mr. François Sokal, Permanent Delegate of Poland accredited to the League of Nations and to the Governing Body of the International Labour Office, to preside over the Conference.

The following were appointed Vice-Presidents: Mr. Bramsnaes, Government Delegate

(Denmark); Mr. Gemmill, Employers' Delegate (Union of South Africa); Mr. Schürch, Workers' Delegate (Switzerland).

The next issue of the *Monthly Summary* will give an account of the Fifteenth Session of the Conference.

THE REPORT OF THE DIRECTOR TO THE CONFERENCE.

In accordance with various suggestions which were made at last year's Conference, the Report has this year assumed an entirely new form. The former volume, the discussion on which tended to become rather difficult, contained fairly complete information on the various aspects of social problems of welfare and protection. This year the Director is submitting two distinct documents.

The first of these—the Director's Report strictly so called, a much shorter document—will confine itself to a brief general review of the more urgent problems on which it is desired that the Conference should have a more concentrated and effective discussion. This year it will devote itself mainly to the world unemployment crisis as, unfortunately, this is the most important subject at the present time.

The other volume, under the title of *Annual Review*, will give, in an objective form, and on a definite and permanent plan designed to facilitate comparison, the usual information on the internal developments in the International Labour Organisation, its work, the great social movements in contact with it, and the legislative results, both national and international, obtained during the year on questions concerning the protection of workers, social insurance, etc.

The *Annual Review* will constitute a source of information for the use of Government departments, industrial organisations, and, generally speaking, all those who are concerned with social problems. The Conference itself will, however, discuss mainly the Director's Report. The "Discussion of the Director's Report," which has become an increasingly important feature of the Conference Sessions, will this year provide the opportunity for an important debate on unemployment.

THE ADVISORY COMMITTEE ON PROFESSIONAL WORKERS.

The Advisory Committee on Professional Workers met on 18 and 19 May at Geneva, with Mr. de Michelis, representative of the Government Group of the Governing Body of the International Labour Office, as Chairman.

The Governing Body of the International Labour Office was represented by Mr. Lambert-Ribot (Employers' Group) and Mr. Hermann Müller (Workers' Group).

The International Commission on Intellectual Co-operation was represented by Mr. Destrée and Mr. Kruss.

The organisations of professional workers were represented by Messrs. Vallié (Paris), George Lathan (London), Koller (Prague), Cornelissen (Paris), Everling (Berlin), Bodrero (Rome), Yoshisaka (Tokio), and K. C. Sen (Bombay).

The International Federation of Journalists was represented by Mr. S. Valot of Paris.

The International Organisation of Industrial Employers was represented by Mr. Balella (Rome) and Mr. Lecocq (Brussels).

The Secretariat of the League of Nations was represented by Mr. de Montenach.

The International Institute of Intellectual Co-operation was represented by Mr. Bonnet.

The Committee first discussed the important question of the rights of performers in broadcasting and the mechanical reproduction of sound. With a view to examining this question, it called upon a certain number of experts to be present at its meeting: Mr. Tabouis (Paris), Mr. Sourek (Prague), Mr. Cebron (Paris), Mr. S. W. Smith (London), Mr. de Marzio (Rome), Mr. Raestad (Oslo), Mr. Protto (Rome), and Mr. Rambert (Geneva).

At the end of its deliberations, the Advisory Committee on Professional Workers adopted a resolution on the subject of the rights of performers in broadcasting and the mechanical reproduction of sound. It recognised that these new inventions have developed important industries and involve performers in new risks by restricting opportunities of employment. In the report which the International Labour Office has drawn up, some definite questions were raised concerning the principle of international regulation, but whilst taking into account the fact that broadcasting is a matter of public concern, the Committee considered it only right to recognise that performers should have certain rights as to adequate compensation. It seems also only right that performers should have legal protection against any prejudice to their reputation which might be created by any abuse or faults in reproduction. The Committee considered that in order to give effect to these rights further consultation would be necessary. Definite proposals may have to be drawn up, and for this purpose the work must be carried on, on the lines laid down in the report of the International Labour

Office, by a tripartite sub-committee, which the Committee requested should be set up.

The Committee adopted the report of its Sub-Committee on Journalism, which had been requested to consider the main elements entering into collective agreements of journalists. This Sub-Committee consulted a large number of experts, both employers and journalists, and these discussions enabled a number of conclusions to be drawn on the help which collective agreements can give to the useful development of the Press and the general lines which might most advantageously be followed in the drawing up of such agreements.

The Sub-Committee laid special stress on a wish which had often been expressed by experts, both employers and journalists, and which aimed at introducing some organisation into the journalistic profession by drawing up lists of all professional journalists. It also expressed a wish that joint committees should be set up between employers' and journalists' associations, with a view to permanent co-operation, so as to enable the joint discussion of questions relating to the development of the Press as a whole and more especially to the conditions of work. These committees would have to decide, among other things, as to the conditions on which various contributors to papers should be recognised as journalists.

With regard to international action, the experts were almost unanimously in favour of the recognition by various States of the international legitimation cards which have been created in accordance with the decisions of the Conference of Press Experts of the League of Nations.

The Advisory Committee on Professional Workers requested the Governing Body of the International Labour Office to communicate the results of the consultations with the experts to the different Governments and to the Press organisations concerned, and recommended the publication of this study. It requested the International Labour Office to continue to follow closely the developments in the status of journalists in different countries, with particular reference to the questions concerned with entry into the profession and the protection of journalists.

The Committee examined a preliminary report of the International Labour Office on the recruiting and placing of professional workers. The inquiry on this subject will be continued, and a questionnaire will be sent out to the different professional organisations concerned.

The Committee also discussed the questions arising out of the protection of salaried employees' inventions and the clauses restricting the freedom of employment (radius clauses) in contracts engaging salaried employees.

On these points it voted resolutions which, like those already mentioned, will be submitted to the Governing Body of the International Labour Office.

THE FOURTH CONFERENCE OF LABOUR STATISTICIANS.

The Fourth International Conference of Labour Statisticians met at Geneva from 20 to 23 May 1931. Twenty-six countries were represented, including the United States, which though not a member of the International Labour Organisation is interested in the technical and social aspects of its work. The countries represented were :—

Argentina (Mr. Lastras), Austria (Mr. Klezl), Belgium (Mr. Paternotte), Canada (Mr. Renaud), China (Mr. Tchou), Colombia (Mr. Jimenez), Cuba (Mr. de Blanck), Czechoslovakia (Mr. Janko), Denmark (Mr. Host), Estonia (Mr. Tooms), Finland (Mr. Harmaja), France (Mr. Huber), Germany (Mrs. Oppenheimer), Great Britain (Mr. Hilton), Greece (Mr. Zakkas), Irish Free State (Mr. Stanley G. Lyon), Italy (Mr. Bernardi), Japan (Mr. Ishii), Netherlands (Mr. Van Dam van Isselt), Poland (Mr. Sokal), Portugal (Mr. Pereira), Spain (Mr. Mera Benitez), Sweden (Mr. Bergsten), Switzerland (Mr. Gordon), United States (Mr. Etherbert Stewart), and Yugoslavia (Mr. Yérémitch).

The Conference unanimously elected Mr. J. Hilton, British delegate, as Chairman.

In the Resolutions it adopted, the Conference, recognising the value of the information as to wages and prices which has in the past been collected by the International Labour Office for the purpose of calculations relating to the purchasing power of wages in different countries, made a number of recommendations with the object of improving the bases and methods of compilation of such statistics.

It declares among other resolutions that it would be desirable to include in the data referring to cost of living, information on the relative level of rents, and it expresses the wish that the International Labour Office invite the statistical authorities in each country to furnish regular information on this subject.

The Conference recommends that the Governing Body place the question of the supply of the data required for the purpose of these international comparisons of wages and cost of living on the agenda of a future International Labour Conference, with a view to the framing of a Convention binding the Governments which ratify it to collect and supply the information at regular intervals.

It recommends that a small Committee of Experts representing the competent national statistical authorities might be set up. The function of this Committee would be to assist the Office in its work of developing and publishing wage and cost of living statistics, and in preparing for any future international conference which might appear desirable in the near future.

THE WEEKLY REST IN GLASSWORKS.

The Technical Committee on Glassworks, recently set up by the Governing Body of the International Labour Office to study the organisation of the weekly rest in glass factories, held its first meeting on 20 and 21 May at Geneva, under the chairmanship of Mr. Yoshisaka (Japan).

This Committee of 21 members is composed of 18 experts—6 for each of the three groups (Governments, employers and workers)

—and 3 members of the Governing Body of the International Labour Office.

The following were present :—Members of the Governing Body : Mr. Yoshisaka (Government Group), Mr. Oersted (Employers' Group) and Mr. Mertens (Workers' Group).

Government experts : Mr. Wodon (Belgium), Mr. Pokorny (Czechoslovakia), Mr. Berthiot (France), Mr. Schmitt (Germany), Mr. William Williams (Great Britain), and Mr Malusardi (Italy).

Employers' experts : Mr. Baugnies (France), Mr. de Benedetti (Italy), Mr. Larson (Sweden), Mr. Neigh (Great Britain), Mr. Muhlig (Czechoslovakia), and Mr. Seeling (Germany).

Workers' experts : Mr. Caprasse (Belgium), Mr. Delzant (France), Mr. Girbig (Germany), Mr. Stoke (Great Britain), Mr. Viktora (Czechoslovakia), expert designated by the Director of the International Labour Office, and Mr. Fromm (Germany).

The Committee examined the documentation prepared by the International Labour Office on the organisation of rest periods and of the four-shift system in mechanical glassworks and in factories where the work must be carried on continuously for periods of more than a week.

Whilst expressing the wish that the report be completed on a certain number of points, the Committee felt that such it was already in a position to state that it considered that a system of regulation is desirable in automatic sheet glass works in which the suspension of work on Sundays has been admitted to be impracticable.

It expressed the wish that the Governing Body of the International Labour Office place this question as soon as possible on the agenda of a session of the International Labour Conference.

The Committee was of opinion that the system of hours of work and rest in this branch of the glass industry should in any case be more favourable than that provided for the by Washington Convention, and that a system of four shifts seems to be the best adapted to ensuring rest periods as well as suitable hours of work, without, however, excluding the possibility of equivalent systems being taken into consideration after more thorough examination. It further requested the International Labour Office to continue its study of the rest systems in other branches of the glass industry with a view to an examination of the possibility of framing regulations for these other branches also.

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FIFTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Fifteenth Session of the International Labour Conference was held in Geneva from 28 May to 18 June. Forty-eight States out of the 55 which are Members of the Organisation were represented. The Argentine Republic, although it has held aloof from the League of Nations and did not take part in the 1929 and 1930 Sessions of the Conference, and Brazil, which has regularly taken part, sent complete delegations, thus re-affirming their willingness to take an active part in the International Labour Organisation. Turkey and Mexico, though not Members of the Organisation, sent observers.

The Session was presided over by Mr. Sokal, Polish Government Delegate and former Minister of Labour of Poland. The following were elected Vice-Presidents: Mr. Bramsnaes (Government Delegate, Denmark); Mr. Gemmill (Employers' Delegate, South Africa); Mr. Schürch (Workers' Delegate, Switzerland).

It will be recalled that three items were on the agenda: (1) the minimum age of admission of children to employment in non-industrial occupations; (2) hours of work in coal mines; and (3) the partial revision of the Convention concerning the employment of women during the night.

On each of these points the Conference reached definite conclusions of considerable interest, though no doubt of varying importance.

As regards the minimum age of admission of children to employment in non-industrial occupations, the Conference could not vote the text of a Convention or Recommendation this year as this was only a preliminary debate. This first discussion, however, prepared the way most thoroughly for the drawing up next year of a Draft Convention which will fill the existing gaps in international legislation for the protection of children against the dangers of work at too early an age.

As regards night work for women, the only question at issue was as to the desirability of introducing into the Convention adopted in 1919 at Washington two amendments bearing not on the principle of the Convention but on points of application. This was the first time that the Conference applied the procedure laid down for the possible revision of International Labour Conventions. This first experiment led to the original text of the Convention of 1919 being retained without any change, in accordance with the wishes of the Workers' Group.

The most constructive piece of work of the Conference was the adoption of a Draft Convention on hours of work in coal mines, which limits work underground to 7¾ hours per day, bank to bank. For the first time, an international document lays down a lower limit than the eight-hour day. The Conference has thus satisfied a long-standing claim of the miners and has also helped to remove one of the means of unfair competition, in that it sets up for all countries concerned a uniform method of calculating hours of work and regulates on a common basis the hours worked. This makes it easier for coal-producing countries to conclude economic agreements which are likely to reduce the difficulties from which the coal industry is everywhere suffering and which have been further worsened by the economic depression.

The Conference was not satisfied, however, with merely touching upon the tremendous problems raised by the economic depression in the course of its discussion on conditions of work in coal mines. It tackled the whole subject in a general debate during which the causes of the present economic depression and its social consequences were fully discussed. The opportunity for this was provided by the submission of the Directors' Report, which was specially devoted to unemployment and the possible remedies therefor. It is true that the discussion could not be completed by the adoption of measures capable of being immediately applied, as the subject was not officially entered on the agenda, but it nevertheless showed the necessity of taking a number of international steps, the final result of which cannot fail to bring real relief to the sufferings of millions of workers throughout the world.

Such is, broadly speaking, the balance sheet of the Fifteenth Session, which has much to its credit.

A summary of the decisions of the Conference is given below, item by item :

Age of Admission of Children to Employment in Non-Industrial Occupations.

It will be recalled that the International Labour Conference has already adopted, in 1919, 1920 and 1921, three Conventions prohibiting the employment of children under fourteen in industrial work, at sea, and during school hours for agricultural work. A fourth Convention, also adopted in 1921, prohibited the employment of young persons under eighteen as stokers and trimmers at sea.

These Conventions have been ratified up to date by 18, 22, 13 and 23 States Members, which is evidence of the wise moderation of the conditions they contain. But they do not provide for the age of admission to employment in a number of occupations which are neither industrial, maritime nor agricultural, and among which mention must be made of commercial establishments, offices of all kinds, sanatoria and establishments for the treatment of the sick (including baths, doctors' and dentists' consulting rooms, etc.), itinerant occupations (street trading, hawking, etc.), and public entertainments (including itinerant performances, fairs, etc.).

This is the gap which the Governing Body of the International Labour Office desired to fill by entering the question of the age of admission of children to employment in " non-industrial " occupations on the agenda of the Conference.

In accordance with the double discussion procedure, the Conference was not called upon this year to vote the text of a Convention or recommendation. It had only, in the first place, to decide by a two-thirds majority whether the question should be entered on the agenda of the next Conference with a view to a decision being taken, and, if so, to determine the points which the International Labour Office should incorporate in the questionnaire to be sent out to the Governments of States Members, with a view to drawing up, on the basis of their replies, the text of a Draft Convention to be submitted to the Sixteenth Session of the Conference.

The Conference having decided by 101 votes to nil to enter the question on the agenda of the next session, it also adopted unanimously the conclusions of its Committee as to the questions to be sent to Governments, after having altered them on two points in plenary session. The Committee had expressed the opinion that the first question that Governments should be requested to answer, bearing on the general principle, should be drawn up with a Draft Convention in mind. On the subject of the age of admission to employment, the questions bear on the desirability of fixing exactly the minimum age, on the suitability of fourteen as the minimum age and on the exemptions to be made for those countries in which the school-leaving age is over fourteen.

Hours of Work in Coal Mines.

Owing to the specially hard conditions in which they work, and to the dangers which they incur, miners have always in the past enjoyed a shorter working day than the main body of industrial workers. When the eight-hour day had come to be the general rule for industry as a whole, they therefore claimed a shorter working day. At their recent congress they demanded a seven-hour day.

This long-standing claim of a social character was reinforced two years ago by the economic considerations provoked by the severity of the coal crisis in many countries. Governed by these preoccupations, the Assembly of the League of Nations in 1929, on the proposal of the British Government, requested the International Labour Organisation to examine by means of exceptional and urgent procedure the possibility of arriving at uniform conditions of work in coal mines with a view to facilitating the conclusion of economic agreements between coal-producing countries. A Preparatory Technical Conference which met at Geneva in January, 1930, considered that the question of hours of work in coal mines could usefully be subject to international regulation, and in the following June already the International Labour Conference was in a position to discuss a Draft Convention containing a first shortening of the working day of the miner to 7¾ hours, bank to bank. This Draft failed by a few votes to get the required two-thirds majority on the final vote. The Conference, however, immediately entered the question on the agenda of the 1931 Session.

It is in these circumstances that the question came up again for discussion this year. This time the Conference reached a definite solution by adopting, by 81 votes to 2 in the final vote, a Draft Convention of which the main provisions are given below.

This Draft applies to all coal mines, i.e., any mine from which only hard coal or lignite, or principally hard coal or lignite together with other minerals is extracted.

In *underground hard coal mines*, the time spent in the mine will mean the period between the time when the worker enters the cage in order to descend and the time when he leaves the cage after re-ascending. In mines where access is by an adit the time spent in the mine shall mean the period between the time when the worker passes through the entrance of the adit and the time of his return to the surface.

In no coal mine shall the time spent in the mine by any worker exceed seven hours and forty-five minutes in the day.

The Draft Convention mentions the methods of calculation by shifts recognised as valid for the determination of the time spent in the mine.

Workers must not be employed in underground work in coal mines on Sundays and legal public holidays. National laws or regulations may, however, authorise certain exceptions clearly set out in the Convention for workers over eighteen years of age. Work thus exceptionally authorised shall be paid for at not less than 1¼ times the ordinary rate, and workers who are engaged to any considerable extent on such work shall be assured either a compensatory rest period or an extra payment in addition to the rate mentioned above.

Regulations made by public authority after consultation with the organisations of employers and workers concerned shall lay down a shorter time spent in the mine in the case of workers in workplaces rendered particularly unhealthy by reason of abnormal conditions of temperature, humidity or other causes.

National laws or regulations may provide that the hours specified in the proposed Draft Convention may be temporarily exceeded in case of accident, in case of *force majeure* or in case of urgent work to be done to machinery, plant or equipment in the mine, etc. . . . but only so far as may be necessary to avoid serious interference with the ordinary working of the mine.

Regulations made by public authority after consultation with the organisations of employers and workers concerned may authorise a prolongation of the time spent in the mine beyond the limits laid down in the proposed Draft Convention up to half an hour per day for workers who are employed on operations which by their nature must be carried on continuously or on technical work in so far as their work is necessary for preparing or terminating work in the ordinary way or for a full resumption of work on the next shift. This provision must not be applied to more than 5 per cent. of the normal complement of a mine and must be paid for at not less than time and a quarter.

In addition to these provisions, 60 hours overtime in the year shall be put at the disposal of undertakings by the public authority. This overtime shall be paid for at not less than 1½ times the ordinary rate.

In *underground lignite mines* the provisions contemplated are the same as for those for underground hard coal mines, subject to the following exceptions: (1) collective breaks involving a stoppage of production may in virtue of national regulations not be included in the time spent in the mine, but shall not in any case exceed 30 minutes in each shift; (2) the number of hours overtime may be increased to not more than 75 hours a year; in addition the competent authority may approve for individual districts or for mines in which special technical or geographical conditions so require collective agreements which provide for not more than 75 hours extra overtime a year; this shall be paid for at not less than time and a quarter.

In *open hard coal and lignite mines* the provisions of the Washington Hours Convention shall be applied, i.e., 8 hours a day and 48 hours per week, provided that the amount of overtime shall be limited to 100 hours a year. Where special needs so require, however, and only in such case, the competent authority may approve collective agreements which provide a further 100 hours overtime.

Nothing in the Convention shall have the effect of altering national laws or regulations with regard to hours of work so as to lessen the guarantees thereby afforded to the workers.

The Convention shall come into force six months after the date on which the ratifications of two of the following members have been registered: Belgium, Czechoslovakia, France, Germany, Great Britain, Netherlands, Poland. Thereafter the Convention shall come into force for any Member six months after the date on which its ratification has been registered.

Within three years at the latest from the coming into force of the Convention the Governing Body of the International Labour Office shall place on the agenda of the Conference the question of its revision as to a possible reduction in the hours of work and in the amount of overtime provided for in the Convention.

After having adopted this Convention, the Conference voted a resolution requesting the Governing Body of the International Labour Office to consider the possibility of entering on the agenda of a later Session of the Conference the question of the employment underground in coal mines of workers under sixteen years of age and of women.

The Partial Revision of the 1919 *Convention concerning the Employment of Women during the Night.*

The Convention concerning the employment of women during the night had been adopted by the International Labour Conference at its first Session at Washington in 1919. It prohibited night work for women in all industrial undertakings other than those in which only members of the same family are employed. The term "night" here means a period of at least eleven consecutive hours, including necessarily the interval between 10 p.m. and 5 a.m.

Nineteen States have ratified this Convention, which came into force on 13 June, 1921.

This Convention, however, like all other international Conventions, contains a clause stipulating that at least once in ten years the Governing Body of the International Labour Office must present a report to the Conference on the working of the Convention and consider the desirability of proposing its revision or modification. In June, 1930, when the Governing Body had to draw up the ten-year Report, it decided—acting on the proposal of the British, Belgian and Swedish Governments—to institute the procedure of revision in the case of this Convention. It should be noted that these proposals did not raise the question of the principle of the prohibition of night work for women, but only affected certain points of application which the Governing Body after consulting all the States Members of the Organisation had defined very clearly.

In fact, the Conference had before it two draft amendments. The one aimed at excluding from the scope of the Convention persons holding a responsible position of management, who do not ordinarily perform manual work.

The other made it possible in certain exceptional cases to substitute for the period 10 p.m. to 5 a.m. the period 11 p.m. to 6 a.m. as the period during which night work is absolutely prohibited.

On the first reading, the first amendment was adopted by 54 votes to 43, and the second by 56 to 38.

On the final reading of the revised Convention as a whole, for which a two-thirds majority (76 votes) was required, the result was 74 votes for and 40 against.

The revised Convention was therefore not adopted. The 1919 Convention concerning employment of women during the night remains as it stands. The Workers' Group has expressed its satisfaction as to this result and declared that they were not opposed in principle to any revision but that it was desirable not to seek to amend Labour Conventions except for really weighty and important reasons.

It may be mentioned that of the eight Conventions adopted in 1919 and 1920, and which have been in force for ten years, amendments had only been contemplated in the case of that on night work for women. In the case of other Conventions adopted at that time, and in particular in the case of the 1919 Convention on the eight-hour day, the Governing Body of the International Labour Office declined to institute the procedure of a revision and had simply referred the reports and the application of these Conventions during the last ten years to the Conference.

The Conference took note of those ten-year reports, with the exception of those concerning the minimum age of admission to employment at sea and the placing in employment of seamen, which were referred to the next Conference dealing with the maritime questions discussed for the first time in October, 1929.

The Conference also discussed and adopted the report of the Committee appointed to examine the reports which in accordance with Article 408 in the Treaty of Versailles States Members agree to make on the measures taken to give effect to the provisions of the Conventions which they have ratified. The usefulness of this method of exchange of information has been proved once again.

The Election of the Governing Body of the International Labour Office.

On 10 June the Conference proceeded to elect the Governing Body of the International Labour Office. This takes place every three years.

It will be recalled that of the twelve members of the Governing Body representing Governments, eight are appointed by the States of chief industrial importance: Belgium, Canada, France, Germany, Great Britain, India, Italy, Japan. Four seats only have to be filled by election by the Government delegates to the Conference, with the exception of those of the eight States mentioned above. The representatives of Brazil, Poland, Spain and Denmark were elected to these seats.

The Employers' Group appointed the following members: Mr. Gemmill (South Africa), M. Lambert-Ribot (France), Mr. Oersted (Denmark), M. Olivetti (Italy), Mr. Forbes-Watson (British Empire), Mr. Vogel (Germany). Deputy members: Mr. Cort van der Linden (Netherlands), Mr. Čurčin (Yugoslavia), Mr. Gérard (Belgium), Mr. Tzaut (Switzerland), Mr. Vaněk (Czechoslovakia), and two seats reserved to overseas delegates: Mr. Erulkar (India), Mr. Miyajima (Japan).

The Workers' Group appointed the following members: Mr. Hayday (British Empire), Mr. Johanson (Sweden), Mr. Jouhaux (France), Mr. Mertens (Belgium), Mr. Moore (Canada), Mr. Müller (Germany). Deputy members: Mr. Carrillo (Spain), Mr. Joshi (India), Mr. Schorch (Austria), Mr. Schürch (Switzerland), Mr. Suzuki (Japan), Mr. Zulawski (Poland).

On the proposal of Mr. Tchou, Government delegate of China, the Conference adopted a resolution expressing its disappointment that the amendment to Article 393 of the Treaty of Versailles, adopted in 1922 with a view to increasing the membership of the Governing Body and to ensuring better representation for overseas States, had not been put into force. This resolution requests the Governing Body to make all possible fresh efforts to ensure that there may be no further delay in bringing this amendment into operation. It further requests the Governing Body to make a report on its efforts and the progress made in this matter, to the next Session of the Conference.

Resolutions Adopted.

The Conference also adopted several other resolutions tending either, by the consideration of new questions, or by the summoning of various meetings, to lead the way to further development of the international protection of workers.

These resolutions were on the following subjects:

Study of the steps which might be taken to induce non-Members either to become Members or to accept the Conventions and Recommendations adopted by the Conference; and further to remedy the unsatisfactory situation resulting from the presence of incomplete delegations;

The examination of the measures taken by States Members to give effect to Recommendations which they have accepted;

The possibility of calling together an advisory conference of Asiatic States with a view to examining the questions specially relating to conditions of work in the East;

The representation at the Conference of workers from the Colonies and mandated territories as well as of native and coloured workers;

Study by the States Members concerned of conditions of work in unorganised industries and in non-industrial occupations;

Desirability of entering on the agenda of a future Session of the Conference the question of protection against accidents to workers employed in electrical industries;

Study of the means likely to promote the ratification of Conventions;

Desirability of entering on the agenda of a future Session of the Conference the question of freedom of association with a view to the adoption of a Convention;

Measures to be taken in the economic sphere to remedy the international crisis in the coal industry;

Inclusion of silicosis in the list of occupational diseases subject to compensation;

Study of the conditions of work in the iron and steel industry of various countries;

The consultation of Governments with a view to drawing up the ten-year reports on the working of International Labour Conventions liable to revision.

The Conference had also to consider where it would meet next year. It was necessary to take into account the position which might arise if owing to the General Disarmament Conference sitting at Geneva, it would be impossible to hold the 1932 Session in Geneva. Foreseeing this possibility, the representative of Austria invited the International Labour Conference to sit at Vienna. The representative of Switzerland stated that Lucerne would be glad to welcome the Conference if it were not able to meet in Geneva. The Conference left it to the Governing Body of the International Labour Office to decide where the Sixteenth Session should meet, should it not be able to do so in Geneva, taking into account the circumstances and the invitations received from the States or towns concerned.

The Economic Depression and Unemployment.

According to custom, the Conference devoted several sittings to the discussion of the Director's Report. This discussion, however, was of a rather different character this year. Mr. Albert Thomas, it will be remembered, having put all the documentary information concerning the activity of the Organisation into a new publication, the *Annual Review*, devoted almost the whole of the first part of his Report to the main topic of the hour—the world depression and unemployment. The general discussion, in which 54 speakers took part, naturally tended to concentrate on this subject.

In his reply, the Director, apologising for not going fully into all the ideas expressed by various speakers, wished above all to go over the suggestions he had made in his report in the light of the discussion which had taken place and to define the detailed points towards which the efforts of the Organisation should be directed.

Mr. Albert Thomas first stressed the scope, seriousness and persistence of the depression which had reduced over 20 million workers throughout the world to unemployment. The depression goes on. It might have been hoped that the situation would have improved of itself before the International Labour Office came to discuss it. Unfortunately, this was not the case. Recent statistics show that in some countries there is a slight improvement, but not more than can be accounted for by seasonal variations. In other countries, in spite of seasonal improvements, the crisis remains at the same level, and in some cases has even become more acute. Whatever Charles Gide may think about it, the depression is a reality. It does not exist only in the minds of men who are victims of an infectious fear. Though the psychological factor undoubtedly plays a great part, it is not a decisive one. The sufferings of the mass of workers who are deprived of work are a tragic reality which it is impossible to pass over with contempt. Further, the depression maintains its international character. There are, of course, national crises in various countries, each with their special characteristics—an American crisis, a British crisis, a German crisis. But for all that the depression is world-wide. Each country may have its own illness, but there is a sort of universal influenza which aggravates the illness of each. This goes to prove the necessity of taking international measures and the question naturally arises: "What is the International Labour Organisation doing to combat the depression and what can it do?"

Whatever it does, Mr. Albert Thomas realises that it will incur certain dangers. On the one hand, it has been receiving appeals from those who expect it to provide a solution which can be effective at once, and one must remember the touching confidence of the workers who expect almost their salvation from the Organisation and ask of it more than it can give. On the other hand, there are those who remind the Organisation that its competence is limited, those who pour irony on the lengthy procedure of committee meetings, investigation, discussion. . . . But what other means are there for international bodies seeking common solutions but discussions in committee, in confidence and in general assembly? "We are obliged to keep to our own methods," says Mr. Albert Thomas. "For the rest, if we organise the work well we may perhaps in this way find some means of alleviating the present crisis."

The Director wishes to make it clear that there is no one solution of such a subject. There are a multitude of solutions and remedies which must be classified, appraised and co-ordinated. There is no one solution.

"In listening to the speakers," Mr. Albert Thomas said, "I was reminded of the day in the French Chamber when Jaurès was asked what his solution actually was. He replied: 'As if any man, any party, or any nation held in the hollow of its hand all justice or every element of future peace. The future does not lie with party catchwords. It is not created by pressing a button. It is built up gradually, when there is a point of view and a method. What we propose is to watch over events from the point of view of peace, and to apply the methods of peace to all our actions.' To have a point of view and a method, to watch over events from the point of view of justice, to attempt to discover the methods of justice—such should be the rule to be followed by the International Labour Organisation."

In this spirit the International Labour Office must first endeavour to determine the causes of the depression and to disentangle its cyclical from its endemic elements. Looking at it from the point of view of the business cycle with its alternating periods of prosperity and depression, Mr. Albert Thomas's main preoccupation was to see whether it might not be possible to hasten the return to prosperity by appropriate measures. He had noted that in the report of the German Unemployment Commission it was stated that in past crises the building industry had often been the first to recover and had, so to speak, acted as a "self-starter." This self-starter was worn out. But is it not possible that a policy of public works might perhaps at the present day, in certain economic systems, play the same part? Might not certain financial measures have a similar effect, perhaps, if the problem of international debts and accordingly of reparations were again raised? That might play an important part in restoring prosperity. That was all the Director could say on the subject of cyclical unemployment.

Even, however, when the upward movement of the cyclical crisis began, no one would deny the reality of the causes of economic depression and unemployment from which the world has suffered since the war and which are enumerated in the Report. Even if the trade cycle brings an improvement in years to come, its benefits will not be fully felt if the causes of endemic unemployment continue to exist. That is why the Office has attached great importance to analysing as completely as possible the causes of this endemic unemployment.

These causes call for certain remedies, but by whom will such remedies be applied? Many speakers, without raising the question of competence, have spoken of the distribution of work between the International Labour Organisation and the other institutions of the League. Mr. Thomas explained that the respective tasks can be clearly defined. The International Labour Organisation has as regards investigation a double function to fulfil. In the first place, it must estimate as exactly as possible the volume of unemployment due to each cause. In the second place, it must determine the tempo at which any particular remedy is capable of diminishing unemployment. For this work, the Unemployment Committee of the Governing Body should be reinforced by a committee consisting of the most competent economists. When this preliminary work has been done, the International Labour Office should be associated, in conformity with a policy which is becoming more clearly defined and more comprehensive year by year, with the economic work carried on under the direction of the League of Nations. To-day this question of co-operation is settled at least as regards Europe. With regard to industrial agreements, it has been recognised that the International Labour Organisation is to be consulted. As regards credits, the attention of the competent Committee has been drawn to the problem of public works as a remedy for unemployment. As regards the finding of employment and migration, it has been agreed that a Mixed Committee of the Commission of Enquiry for European Union will be set up, consisting of six members of the Governing Body and six members of the Commission of Enquiry for European Union.

"I am not forgetting," Mr. Thomas said, "that all this is purely European. I am not forgetting that our Organisation is universal and international, and that the international economic crisis should be treated internationally. I am only taking Europe as an example. What I wish to insist on here, to repeat the expression which I used earlier, is the point of view, the method."

The Director thus defined the possibility of co-operation, and, whilst recognising that as far as economic remedies were concerned, the International Labour Organisation did not occupy the controlling position, he pointed out that there was a whole field for which it is directly and solely responsible—that of social policy. In this field there are definite proposals, a clear programme of action, which the Director has outlined in his Report.

Placing of workers in employment.—This question was partially solved in all the large industrial countries by systems of employment exchanges, often on a national basis, but for the last ten years the Article in the Washington Convention which provided for the co-ordination of national systems of employment exchanges has not been given practical application. The time had come to apply it. For this purpose, it would be necessary to summon a conference of those responsible for the administration of national systems of employment exchanges.

Migration.—It was for the Migration Committee which already existed to take up the proposals submitted for the drawing up of a general migration programme and for the better utilisation of undeveloped lands.

Unemployment Insurance.

The Director did not wish to enter into theoretical discussions as to whether unemployment insurance was the cause of unemployment, or whether, on the contrary, it reduced this evil by maintaining the purchasing power of the workers. He desired, however, to note two rather striking facts mentioned by Mr. Lawson, British Government Delegate, and Dr. Brauns, German Government Delegate, respectively. We are always hearing about workers who have been unemployed for years, of the total demoralisation which results for thousands, even millions, of them. We should, however, remember, as Mr. Lawson pointed out, that of the 12 million insured persons of Great Britain, 35 per cent. of the men and 48 per cent. of the women, i.e., more than one-third in the one case and nearly one-half in the other, have never received any unemployment benefit. We should also remember the statement made by Dr. Brauns: in Germany there are 5 million unemployed out of 17 million insured persons, but two-thirds of the unemployed in receipt of benefit succeed in finding employment before they have completely exhausted their right to benefit.

Further, we should not forget that, in spite of all criticism—since unemployment insurance is essential to the future of industry and to the social and political stability of national organisations—whereas there were in 1919 about 4 million people insured against unemployment, there are to-day nearly 43 millions so insured.

Since, then, unemployment insurance is still being criticised, there should be a full discussion of the problem, and this could be arranged by placing the question on the Agenda of an early Session of the Conference. The 1932 Agenda is full, but we ought to consider whether in 1933 the question of unemployment insurance should not be placed on the Agenda of the International Labour Conference.

There remains the problem of public works. The study which the Office has published shows how a general policy of public works might be carried out.

" We have suggested for Europe the idea of international public works. This has been derided. The idea was considered of very little value and very badly thought out. In the course of a few weeks, however, it has gained ground. The attention of the Credit Committee has been drawn to the scheme which might be submitted to it in view of the unemployment problem.

" There is no need to insist now on the moral side of the question and its interest from the point of view of peace, nor on the importance which it might possess in a period of crisis as a ' self-starter.' The operation, in fact, is not so idle as it might appear. Its effect on other industries might be valuable."

It has been said that these remedies are merely palliatives. That may be true; but if we have no complete remedies palliatives have their value. It is in any case the duty of the Organisation to consider their value in the present major depression and how they can be strengthened and supplemented.

Mr. Albert Thomas then came to the important and controversial problems of hours of work and wages considered from the angle of unemployment. To what extent does the policy of shorter hours advocated by the Organisation cause unemployment or help to reduce it ? What is the influence of high wages on unemployment ? The Director stated that he could not yet give a scientific reply to these points, but, nevertheless, he had some practical suggestions to make within the scope of the work of the Organisation. In the matter of wages the Organisation had been rather weak up to the present. It must develop its research work in this field with a view to clearing up doubtful points and the confusion which still exists. There was also much to be attempted in the matter of distribution with a view to trying to reduce the gap between wholesale and retail prices. As far as hours of work are concerned, it must push on vigorously with the work which has been languishing since 1919—the ratification of the Eight-Hours Convention—supplementing it, perhaps, by an international regulation of overtime, by international agreements with a view to further reducing hours in certain special industries, as was being done for coal mines.

After analysing this programme, Mr. Albert Thomas reached the following conclusion :—

" We must fulfil our mission, we must cultivate our garden. We must do all in our power to make our procedure really effective, and we must not wander to the right or the left. We must follow the course traced for us by the Treaty of Peace; we must set in motion the whole of our international machinery. We must endeavour by means of International Conventions, in such matters as wages and hours of work, to introduce into international life the organisation and direction necessary for industrial production. When we have done that, and when we have obtained all the results which we can obtain in our own sphere, we will have deserved well of the workers of the world and will have helped to mitigate and remove the depression from which the world has been suffering for so many years."

The Director then recurred to certain preoccupations which had induced him to include certain passages in the Report, passages which, during the discussion by the Conference, had provoked replies by Mr. Forbes-Watson, British Employers' Delegate, on the one hand, and Mr. Lawson, British Government Delegate, on the other hand. The Director explained that he could not remain indifferent when he read in a memorandum bearing the signature of Mr. Forbes-Watson, Member of the Governing Body of the International Labour Office, that the Organisation had not yet begun to realise the true purpose for which it was set up and that no remedy must be expected as a result of the work of Geneva. The Director could not fail to realise the importance of this statement. He reminded the Conference that . . .

" At the origin of our institution, at the origin of the International Labour Organisation, there is the sound tradition, the past, rich in experience, of a great and noble country, Great Britain, a country which ushered in the modern industrial revolution. She was the first to know the greatness and the misery of this revolution. She was the first to know the sufferings and privations of the women and children employed in the factories. She was the first to know the great social movements. She was the first to experience the struggles of the working class in 1833 and 1834. It was to England that Marx and Engels went to probe the reasons for the socialist revolt. Gradually, however, as the years passed, the situation of the working classes changed. Great Britain was the first country to pass laws for the protection of the workers; Great Britain was the first to raise wages to a high level; so that after long years, on the eve of the war, the British workers, thanks to the dogged determination of their organisations, and their concern for dignity and liberty, were distinguished by their short hours, high wages, honourable living conditions, and the dignity and mobility of the productive being. In these years, when on the continent, the men of my generation were fighting for an improvement in conditions of labour which were deplorably low, we always looked towards the British trade unionists and towards Great Britain with the desire to profit by their example. Paradoxical writers said that the desire to defend such working conditions was not entirely unconnected with the tenacity and the courage of the British people during the war. And, in 1919, Mr. Lloyd George, then head of the British Government, said that it should be a sublime duty for all, without thought of interests or parties, to help to build a new world, in which labour would receive its just reward and where idleness alone would suffer from need. At that same time, in 1919, it was the British Government and the British administrations which brought to Paris the first plans of this Organisation. Yesterday I was re-reading the British draft. The Preamble is almost word for word that of the Preamble to Part XIII of the Treaty of Peace. It was an indication of the policy underlying our Organisation : an attempt to raise conditions of labour throughout the world so as to avoid competition and to bring the whole world as near as possible to the highest conditions."

Great Britain had always loyally supported this policy. Leaders of the main parties who had been leaders of successive Governments—Mr. Lloyd George, Mr. Baldwin, and Mr. Ramsay MacDonald—had declared that in this policy Great Britain might find salvation or at least a powerful aid; and the British employers themselves had to a great extent supported it, realising that it was in harmony with their interests. They had often made deliberate sacrifices in the interests of the workers, whom they respected and with whom they dealt on a footing of equality, and they had often effectively helped the International Labour Organisation, in which they had taken a stand of constructive criticism. It would thus be readily understood that the Director could not remain indifferent when faced with this memorandum, which stated that the International Labour Organisation had not yet begun to realise the true purpose for which it was set up, and that the time had come for Great Britain to solve its own problems. The Director did not consider that he had exceeded his functions in informing the Conference of the situation which had arisen.

The British Government Delegate had referred to a passage in the Director's Report which he considered implied a criticism of the attitude of the British Government with regard to the ratification of the Eight-Hour Convention.

Referring to this, Mr. Albert Thomas said :

" Far be it from me to seek in any way to attack the Labour Government of whose efforts I am aware ; or in any way to discredit the work it has done at home within the framework of our general policy. Far be it from me to seek to create any difficulties for this Government, with which I am linked by every fibre of my being. And above all, far be it from me to wish to accuse it of sacrificing the principle of social justice to political manœuvres. But after so many months of preparatory work, after so many months of waiting from the first moment when the Bill for ratifying the Eight-Hour Convention was ready, I should indeed have been indifferent to the fate of our Organisation in the midst of all the political vicissitudes of the day, if I had not anxiously thought of all the effects that the final bankruptcy of the Washington Convention would have both on our Organisation and the working classes of Europe."

After having referred to these difficulties, it was with great relief that Mr. Albert Thomas noted the undertaking given by the British Government. It is thus an understood thing that if nothing unforeseen occurs the Bill will be proceeded with during the next Parliamentary session. The Director greets this hopeful sign with confidence. He also welcomes the Act by which the new Spanish Government on 1 May ratified unconditionally the Washington Convention, which had hitherto been only conditionally ratified by Spain. He also reminded the Conference that the German Unemployment Committee, over which Dr. Brauns presided, had contemplated a 40-hour week and that the ratification of the Washington Convention would constitute a first safeguard and a first step in advance.

Mr. Albert Thomas draws a final conclusion from the discussion. It is that if the regular working of the International Labour Organisation is to be realised it is essential to uphold and strengthen the spirit that has constantly inspired it, the original spirit of co-operation; not that collaboration in a false social peace that the working classes used to denounce, and which seemed to be based upon the renunciation of endeavour and the abandonment of responsibility on the part of all, but the collaboration of men who in the face of upheavals and disorders of the like of those now with us, in the face of the unparalleled crises that the world has experienced during the last few years, will be inspired by the deep feelings of those who fight to defend the race against the asperities of nature.

The Director also noted how strongly the industrial system in which we live had been criticised during the discussion—that industrial system in which millions may live in poverty side by side with unutilised industrial production. These criticisms come from all sides of the gallery. There was unanimity also in the reaction in favour of reason and forethought as against purely sentimental appeal. On all sides the same appeal was heard, expressing the desire for an organised economic system. Many speakers also stressed the dangers to which society was at present exposed.

" To-day, when the United States and the old world are trying by all the means at the disposal of the modern capitalist system to create more organisation and order, there is a ready-made formula on the other side of Europe in case we should delay or in case we should fail. This is a danger which threatens us and of which we are warned by far-seeing men of all parties. What I wish to emphasise is this : if we want to spare the world the waste of human resources from which Russia suffered during the first years of her revolution and which she is now trying to remedy by bending all her energies for the realisation of the Five-Year Plan; if we wish to bring about the renewal, the transformation and the organisation of Western and Central Europe and North America without violence and loss of energy, we must study together the methods of peaceful progress towards justice and stability. It is essential that we should all realise the efforts of collaboration which are necessary between all those who care for civilisation."

The debate was concluded by the Conference adopting a resolution submitted by Mr. Yoshisaka, Government Delegate of Japan, requesting the Governing Body to consider the effect which might be given to the proposals which had been made for the continuation and development of the action of the International Labour Organisation to remedy unemployment and its consequences.

The President of the Conference, in his closing speech, also laid stress on the usefulness of this general discussion of unemployment and the economic depression, which showed up the national and international, economic and social aspects of this important problem.

" It was not proposed that the Conference should adopt definite concrete proposals as a result of this discussion. It wisely contented itself with the prudent Resolution moved by Mr. Yoshisaka, which requests the Governing Body to contine to study the problem. Nevertheless, the discussion was an important one. Those who heard the debates, and those who read them when they are published, will see that the question was discussed in all its aspects. Much light was thrown on the general situation, although, as Mr. Albert Thomas rightly pointed out, there is no one single solution, no one radical remedy for all economic ills, which can be applied in all countries. It was important that it should be pointed out that the idea of one single solution is a dangerous illusion. But the discussion showed that there are a number of international measures which should be taken and supported by independent national action in each country.

" Thus the Conference at this Session has done preparatory work for those who, in the future, will endeavour to apply the theoretical solutions which have been suggested here.

" Just as a ship in a sea-fog cannot move forward so long as the master cannot see his way, so human society hesitates and loses confidence in its ignorance of what the future will bring. But as soon as the lighthouse of a not too distant harbour sends its helpful ray to the distressed vessel, the master is able to continue on his way. Let us hope that from the discussions of the Conference there may emerge a ray of helpful light."

THE FIFTY-FOURTH SESSION OF THE GOVERNING BODY.

On 12 June the new Governing Body of the International Labour Office, elected by the International Labour Conference on 10 June, held its first meeting.

It unanimously, and with applause,

re-elected Mr. Arthur Fontaine, French Government representative, as Chairman.

Mr. Oersted (Denmark) was re-elected Employers' Vice-Chairman, and Mr. Mertens (Belgium) Workers' Vice-Chairman.

On the proposal of Mr. Oersted, Employers' Vice-President, who took the Chair in the absence of Mr. Arthur Fontaine, the Governing Body decided to send him a telegram expressing their respectful sympathy and their best wishes for an early recovery.

The Governing Body then proceeded to set up a number of committees.

It decided to hold its next Session at Geneva, from 12 to 17 October.

* * *

Immediately before the meeting of the new Governing Body, the old Governing Body met under the chairmanship of Mr. Poulton (Great Britain), Workers' Vice-Chairman, and officially closed the Fifty-third Session.

Mr. de Michelis (Italy), on behalf of the Government Group, Mr. Oersted (Denmark), on behalf of the Employers' Group, Mr. Mertens (Belgium), on behalf of the Workers' Group, that is, the whole Governing Body, expressed their warm sympathy to Mr. Poulton who is retiring after many years of active and devoted service to the work of the International Labour Organisation.

THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 June, 1931, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 437.

At the same date, the number of Conventions of which the ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretariat of the League of Nations, was 28.

During the months of May and June, 1931, 9 new ratifications were registered.

China ratified the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

Great Britain and *Liberia* ratified the Convention concerning forced or compulsory labour, adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930).

Lithuania ratified the Convention concerning hours of work in industrial undertakings, the Convention concerning the employment of women during the night in industry, the Convention concerning the employment of children during the night in industry, adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva, 1921); and the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

The Netherlands ratified the Convention concerning the age of admission of young persons to employment as trimmers or stokers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

CONSULTATION OF EXPERTS ON SOCIAL INSURANCE.

A certain number of experts on social insurance met from 22 to 24 June, 1931, at the International Labour Office.

This meeting had been convened in accordance with a decision of the Governing Body of the International Labour Office to enter on the agenda of the 1932 Session of the International Labour Conference the question of invalidity, old age and death insurance, including the problem of the maintenance of pension rights for workers who have migrated from one country to another.

The International Labour Office was requested to draw up a preparatory report on this subject and wished before publishing its conclusions to obtain the opinion of experts who are specially qualified to speak on this subject as to the points which might usefully be dealt with by international regulation.

The following members were present: Professor Aznar (Spain), Mr. Broberg (Sweden), Mr. Drecki (Poland), Mr. Dreyfus (France), Mr. Giorgio (Switzerland), Mr. Grieser (Germany), Mr. Hagen (Denmark), Sir Walter Kinnear, K.B.E. (Great Britain), Mr. Medolaghi (Italy), Mr. Pap (Hungary), Mr. Sonin (Estonia), Miss Stemberg (Netherlands), Mr. Théate (Belgium), Dr. Winter (Czechoslovakia), Mr. Yeremitch (Yugoslavia), Mr. Zakkas (Greece).

The experts unanimously called upon Dr. L. Winter, former Minister of Social Policy of Czechoslovakia, to preside over their discussions.

During the six sittings held, the experts were called on to give their views on all the problems arising out of invalidity, old age and death insurance. They exchanged opinions on the methods of covering the risks involved, the scope and financial resources of insurance systems, various pensions schemes, curative and preventive benefit, the position of foreigners, the pension claims of persons resident abroad, the maintenance of pension claims in the process of being established by workers leaving one country for another, etc.

For the fundamental problems of insurance against invalidity, old age, and death, the experts considered it possible to find solutions suitable for incorporation in international regulations.

The International Labour Office will be guided by the views of the experts in its preparation of the report to be submitted to the Conference next year.

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DEATH OF MR. ARTHUR FONTAINE, CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

We regret to state that Mr. Arthur Fontaine, the Chairman of the Governing Body of the International Labour Office, died in Paris on 2 September, 1931, at the age of seventy, after a long illness which had kept him away from the Geneva meetings for over three months.

The Organisation has thus lost one of the pioneers of social justice and international legislation for the protection of the workers. All who have seen him at work will agree that the loss is irreparable.

It is impossible to describe within the limits of this publication the great and active career of Mr. Fontaine. A few biographical notes may, however, give some idea of the remarkable fullness of his hard-working life.

Arthur Fontaine was born in Paris on 3 November, 1860. He attended the Polytechnic School and the High School of Mining. In 1886, he was appointed mining engineer in the Pas-de-Calais. Here his creative and organising ability soon won him recognition. Here, also, he acquired a first-hand knowledge of the life and labour of the workers.

Five years later he was appointed to the Ministry of Commerce, to assist in the Labour Office which had just been set up, and it was owing to his efforts that this department so developed that, in 1906, it led to the creation of the Ministry of Labour itself.

Assistant Director, and later Director, of the Labour Office, in 1891–92 Mr. Fontaine drew up the general lines for the collection and compilation of strike statistics. He arranged the first occupational census that was made in France in 1896. It was he who founded the *Bulletin de l'Office du Travail*, which later became the *Bulletin du Ministère du Travail*. It was he, also, who laid down the methods of statistics on industrial accidents, social insurance and distributive co-operative societies. It is not too much to say that all the social legislation of France in the last forty years was the work of Mr. Fontaine—legislation on industrial accidents in 1898, on the weekly rest, on the eight-hour day, and so forth. He did not confine himself to supplying Minister after Minister with the material required in debate when these measures were presented to Parliament; he also prepared public opinion by many articles in the press, by books, and by lectures both at the Free School of Social Sciences and before the public. Further, he supplemented this work by journeys abroad; from the time of his appointment to the Board of Labour he undertook long journeys over all parts of the continent, and became a man of Europe as well as of France.

In 1891, he travelled through England, Switzerland and France in order to compare the cost prices of cotton yarn. In 1892, he returned to Switzerland to investigate the cost of production in the mechanical embroidery and clockmaking industries. In 1899, he represented France at the International Statistical Congress at Christiania.

In 1900, he contributed to the setting up of the International Association for the Legal Protection of Workers, of which he was one of the most influential leaders until the time of his death.

In 1904, he acted as negotiator and signatory for France of the Franco-Italian Labour Treaty, which was the first of its kind.

In 1906, he negotiated and signed for France the Berne Conventions on Night Work for Women and on the Prohibition of the Use of White Phosphorus in the Making of Matches—Conventions which were the first instruments of international labour legislation.

In 1913, Mr. Fontaine went to Berne once more to draw up new treaties on the ten-hour day in industry, and on the prohibition of night work for young persons.

His intense activity in this field naturally prepared him for the important part he was destined to take in international work after the war.

In 1919, Mr. Arthur Fontaine represented France on the International Labour Commission set up by the Peace Conference. He was made Secretary-General of the Commission, and in that capacity took an active part in drafting Part XIII. of the Treaty of Versailles, which is the charter of the International Labour Organisation. Later, he presided over the Committee of Seven, appointed to organise the First Session of the International Labour Conference. When the Conference met, in Washington on 29 October, 1919, he was present as Delegate of the French Government. On 22 November the Conference elected the first Governing Body of the International Labour Office. This Governing Body met for the first time on 27 November, and appointed Mr. Arthur Fontaine as its Chairman. Since then, at each election of the Governing Body, he has been reappointed Chairman by the unanimous vote of his colleagues of the Government, employers' and workers' groups.

Mr. Oersted, Vice-Chairman of the Governing Body, speaking at the funeral, which took place in Paris on 5 September, and was attended by a large gathering, paid a tribute to his excellent qualities as a chairman :

" The Governing Body (he said) is composed of heterogeneous elements—Government Delegates, Employers' Delegates, Workers' Delegates—but no member ever conceived that there could be a Chairman better fitted for such a difficult and delicate task than Arthur Fontaine.

" He gained the confidence and the friendship of every member of the Governing Body without exception, for he had just those qualities which are essential to the Chairman of an international organisation. That does not mean that he forgot his French citizenship—far from it—but simply that, while remaining a Frenchman, he led the discussions of the Governing Body with an inspired international comprehension which was never at fault.

" Arthur Fontaine had another quality which is indispensable for the Chairman of our Governing Body ; he believed firmly in the ultimate triumph of social justice. Despite all the difficulties, despite all the obstacles which at times—and particularly at such a crisis as the present—stand in the way of social progress, he never despaired, but remained convinced to the last of the coming success of the work over which he presided.

" I have told you of some of his great qualities. Need I add another—for you know it already—his human greatness ? Arthur Fontaine was not only a great Chairman, he was also a great man.

" Modest and unselfish in his personal life, he showed on every occasion such tact and courtesy as come only from a true and noble heart ; and so he won the love of all his fellow-workers.

" The Governing Body of the International Labour Office expressed to its Chairman all its gratitude, admiration, and friendship on the occasion of his seventieth birthday. Alas, to-day it is to his memory that we must pay our thankful and unforgetting homage—a memory which will be fresh in our hearts all our life long."

Later, Mr. Albert Thomas, speaking in the name of the International Labour Office, described the part which Mr. Fontaine has played in the creation and working of the International Labour Organisation :

" One work (he said) predominated his life ; to its service he dedicated all his powers, by it will he be remembered by posterity. After Owen and Le Grand, he was the creator of international labour legislation, perhaps even more than these two pioneers.

" As far back as 1891, when working in the infant Labour Office, whose early vagaries it was later his pleasure to recall with a smile, he foresaw the need of international agreement on labour problems, in order that the principle of protective legislation might be accepted in every country. Many of those who are now working for social reform are unaware or forgetful of the battles he had to fight for State intervention in labour questions. It was during this harsh and sometimes violent early struggle that we first came together. At the house of Paul Desjardins in the rue Séguier, on an evening in 1901, I, a young student at the Ecole Normale, first came into real touch with him. In the ardent discussion—feeling ran high, for the Dreyfus affair was just concluded—Jaurès had intervened, pressing the Socialist case for a statutory reduction of hours of work. A manufacturer had replied. Suddenly, with that violence which sometimes reinforced his always even voice and measured speech, Fontaine rose. In striking terms he urged the need of justice for the worker ; he said that the law must be the conscience of the conscienceless. From that day I was his friend for life.

" Thanks to him, thanks to Lucien Herr, who helped him in his daily task of study, research and definition, thanks to Millerand, his chief, who extracted the necessary votes from Parliament, many of the reforms he had conceived were carried out on a national scale. As Daniel Halévy has recently shown, he built into the structure of the Republic one of those unobtrusive and solid supports which account for its stability and strength : social policy.

" Even then, however, his work was reaching into the international field. Since 1900 with his friend Mahaim he had inspired the International Association for Labour Legislation. In 1904 he signed the first international labour treaty : the Franco-Italian Treaty. I should like to refer to the article I published in the *Humanité* on 20 April, 1904, which I had written almost to his dictation and in which this carefully thought-out experiment served him as sole basis for a definition in no uncertain terms of the conditions and the peace-making value of such agreements, a definition which future events were not to contradict.

" In 1906, at Berne, came the next stage : the first two International Labour Conventions, on white phosphorus and the night work of women.

" In 1913 he was preparing for new Conventions for the protection of children.

" For the time being the War broke these first international links. But in the vast social and moral upheaval it brought about, when the Treaty of Peace was drafted, there was no resisting the idea that lasting peace, the peace of the League of Nations, ' can be established only if it is based upon social justice.' The means to realise this idea lay to hand in the early experiments and methods devised by Arthur Fontaine. There was no need for hesitation. An International Labour Organisation was created. Planted in Geneva soil, this young shoot of post-War days will soon grow into a mighty tree strong to bear up against storm and tempest.

" For Arthur Fontaine, as Chairman of the Governing Body of the International Labour Office, first elected in 1919 and consistently re-elected since, was able to perfect his work, so far at least as any man may do when his task forms part of a great collective whole. It has been for the representatives of that body to say how much it owed to its first Chairman, to his wide comprehension of ideas, his respect for all legitimate interests, his spirit of tolerance and patience, the delicacy of his goodness, and to explain how he came to exercise such undisputed authority over a body of which he was the life and soul.

"In the Office at Geneva he was for over eleven years our guide; he led us with prudence and wisdom, he was the cement that bound us together. I speak in the name of all the staff. One and all we mourn for him, from our Deputy-Director, Mr. Butler, who learned to know and love him in the early days of preparation for the Washington Conference, down to the humblest member of the staff. We all realise that if the Office has already succeeded in 'conferring benefits upon the wage-earners of the world'—to use the words of the Treaty of Peace—it is to Arthur Fontaine that it owes much of its success.

"And, therefore, despite the hard and uncompromising judgments that labour may voice at times—moved thereto by want and conflict—there is no country to-day where the trade unions are not in mourning.

"Which are the memories that we should fix for ever in our hearts? What lessons may we learn from his life? How came it that he exercised such incomparable authority over us? What were the secret springs of his action, the reasons for his success?

"First and foremost, he knew the difficult art of safeguarding one of the supreme gifts of life. In the midst of overwhelming duties, of the dispersal of effort inherent in modern conditions, he always retained the capacity to reflect. At all times he was his own judge and sought to weigh his acts and their moral value in the balance: he was the master, not the servant of his work; he suffered no uncertainty in guiding it, for he linked it up with a few very simple and very powerful principles which were the mainspring of his being and which he served to his last breath.

"The first of these was that the worker must be saved as a human being. By means of social legislation he must be given an opportunity of rising, of educating himself, of realising his destiny; in a word, of emancipation in the fullest sense. The emancipation of the workers was his invariable theme; it was the theme of our joint reflections and conversations for over thirty years. The emancipation of the workers in their work, as some would add. But Arthur Fontaine insisted, 'first in their leisure, in their social relations.' Would the community, the volume of industrial production and economic activity always suffice to provide the means? On his bed of sickness, during the German and British crises, he dwelt with anxiety on this problem. But whatever reservations he may have admitted as to methods, and however much he sought to respect material interests, the claims of justice were to him imperative. All his life long, from the inter-ministerial battles over his first Bills—Commerce against Labour—down to the most recent debates of the International Labour Conference, in spite of his amazing self-control, his indignation and anger never slackened against any surrender of the principles of justice and against the false allegations and hypocritical tricks that are sometimes used to hamper equitable reforms and humane decisions.

"The second principle that he held to with tenacity during the last ten years was that of peace. Because the International Labour Office is to contribute to the organisation of peace it came ever closer to his heart. No peace without social justice! But with equal truth it may be said, no social justice without peace. We must therefore serve the cause of peace with all our might.

"Tolerant and indulgent as he was, he would severely speak his contempt and sorrow at the mistakes made, the more or less unconscious return to nationalist prejudices, the sophistries with which certain responsible politicians continue to deceive themselves—though he would rejoice to find no palpable signs of baseness. During the four months when he was fighting death, when he would gather his forces for the supreme effort of giving a last message to the few friends admitted to his bedside, it was always of peace that he spoke, of the obstacles to be overcome, of the first essential task—the creation of Franco-German understanding. When two days ago the Commission of Inquiry for European Union spoke of the irreparable loss it had suffered by the death of Arthur Fontaine, it was by no means voicing only the fraternal sympathy felt by one institution for another. For although the occasions when he shared in the work of the League of Nations were but few, the men of Europe and indeed of all countries knew that peace had never had a more fervent disciple.

"One day barely a year ago he was speaking to the Philosophical Society on the present forms of international life, and Charles Andler expressed the disquietude he felt at the inadequacy and present impotence of the League of Nations. Fontaine replied: 'I shall make only one observation on all that my friend Andler has said. I have no warrant and can give none that the League will succeed. I only believe that it will have a greater chance of success if we believe in it and give ourselves to it than if we participate slackly and without faith. From the point of view of peace no results could be worse than those obtained with the system of alliances. With no other effective solution before me, I must give myself heart and soul to that which seems the best for peace, and I believe that thereby I do as much as any man can do to-day for the welfare of mankind, and I must continue to do it.'

"The whole of Arthur Fontaine spoke in these words. Let us inscribe them in our memory and accept them as a certain guide and precept, to help us in carrying on at the International Labour Office, without wearying, his work for the welfare of mankind."

The International Labour Office wishes to express its gratitude for the numerous expressions of sympathy which were sent to it at the same time as to Mr. Arthur Fontaine's family.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 August, 1931, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 440.

At the same date the number of Conventions of which the ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretariat of the League of Nations, was 26.

During the month of August, 1931, three new ratifications were registered.

France has ratified the Convention concerning workmen's compensation for occupational diseases, adopted by the International Labour Conference at its Seventh Session (Geneva), 1925.

Poland has ratified the Convention concerning seamen's articles of agreement and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva), 1926.

THE MINIMUM AGE OF ADMISSION OF CHILDREN TO EMPLOYMENT IN NON-INDUSTRIAL OCCUPATIONS.

The International Labour Office has forwarded to the Governments of States Members of the Organisation a questionnaire on the age of admission of children to employment in non-industrial occupations.

It will be remembered that this question was the subject of a first discussion at the Fifteenth Session of the International Labour Conference, which met at Geneva last June. It has been entered on the Agenda of the 1932 Session with a view to second discussion, and Governments are being consulted by the International Labour Office in preparation for this. On the strength of the replies received the Office will draw up a final report, which will be the basis for the discussions of next year's Conference.

The questionnaire of the International Labour Office first asks Governments whether they consider that international regulations should be adopted on the age of admission of children to employment in non-industrial occupations, and whether these regulations should take the form of a Draft Convention rather than of a Recommendation.

Other questions deal with the scope of the proposed Convention. Three international Conventions have already been adopted, in 1919, 1920, ~~and~~ 1921, prohibiting the employment of children under fourteen in industrial undertakings, on board ship, and, at least during school hours, in agriculture. Should the proposed Convention prohibit employment in the same way for all occupations other than those covered by the three existing Conventions so as to complete the international regulations adopted with a view to protecting children against the dangers of employment at too early an age?

Should a general minimum age for these occupations be prescribed? Should it be fixed at fourteen as in the case of regulations applying to other occupations? Should the minimum age be the same as the school-leaving age where this is above fourteen? Should the general minimum age be laid down as an absolute provision, so as to prohibit any employment in the occupations covered during school hours and outside the hours fixed for school attendance?

Governments are asked to reply to other questions, concerning light employment outside school hours, possible exceptions and special cases which the Convention may allow for, and measures of enforcement of the proposed regulations.

MISSION FROM THE INTERNATIONAL LABOUR OFFICE TO CHINA.

At the request of the Chinese Government, the International Labour Office has sent out a mission to China, consisting of Mr. Pône, Chief of Section in the Diplomatic Division, and Dame Adelaide Anderson, formerly H.M. Principal Lady Inspector of Factories in Great Britain.

Mr. Pnôe and Dame Adelaide Anderson will assist the Chinese Government in organising a Factory Inspection Service. This Service will be called upon to play a leading part in the enforcement of the new Factory Act which came into force a few days ago, and which marks an important stage in the social evolution of China.

The mission sent by the International Labour Office was due to arrive at Nanking early in September, and to stay in China about two months.

FORTHCOMING MEETINGS.

12 October, 1931.—Geneva: Fifty-fifth Session of the Governing Body.

19 October, 1931.—Geneva: Committee on Conditions of Work in the Textile Industry.

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N. B. — The Technical Advisory Committee appointed to examine the items dealing with maritime questions on the Agenda of the International Labour Conference, which was to have taken place on 21 October, has been postponed to 8 December.

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Monthly Summary of the

International Labour Organisation

1931. No. 9 SEPTEMBER

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THE TWELFTH ASSEMBLY AND THE INTERNATIONAL LABOUR ORGANISATION.

The Assembly of the League of Nations, in the course of its Twelfth Session, took a number of decisions which affect the International Labour Organisation.

The Admission of Mexico.

In the first place, the Assembly admitted the United States of Mexico into the League of Nations and consequently into the International Labour Organisation.

It will be recalled that unofficial relations have existed for some time past between Mexico and the Office, and exchanges of information have taken place. An account was given, in the last annual report of the Director to the Conference, of the successive stages in the drafting and amendment of the new Mexican Labour Code, finally adopted by the National Congress on 13 August, 1931. A Mexican Observer has been present at the last two Sessions of the Conference. From time to time efforts have been made to overcome the legal difficulties which stood in the way of inviting Mexico to enter the International Labour Organisation while not yet a Member of the League of Nations, but no means of surmounting those difficulties was found. It is therefore a matter for satisfaction that Mexico has now entered the Organisation as a Member of the League of Nations.

At the opening sitting of the Assembly a joint resolution was submitted by the British, French, German, Italian, Japanese, and Spanish delegations, which called attention to the omission of Mexico from the list of countries mentioned in the Annex to the Covenant of the League as being invited to accede to the Covenant, and proposed that this omission should now be repaired. The resolution was supported by the representatives of various countries, and adopted unanimously on 8 September. Three days later it was announced to the Assembly that a telegram had been received from the Mexican Minister of Foreign Affairs stating that "the Government of Mexico, which has been absent from that great institution for reasons over which she had no control, now at once accepts the satisfaction thus given." On receipt of this acceptance, the Assembly adopted a resolution declaring Mexico to have become a Member of the League and inviting its representatives to take part as soon as possible in the work of the Assembly. Finally, the credentials of a delegation from the Republic were received and approved, and the delegates were authorised forthwith to participate in the proceedings of the present Session. The omission of 1919 was thus made good.

The International Labour Organisation cannot fail to welcome the entry of this great Latin country of North America as the fifty-sixth Member. Its past history, its importance, the great efforts which it has made to achieve internal pacification and the enthusiasm which its Governments have shown in dealing with social questions fully justify a warm welcome from all the Members of the Organisation.

It may be added that the Mexican delegates to the Assembly of the League of Nations, Mr. Portès Gil, former President of the Republic, and Mr. Martinez de Alva, made a point of visiting the International Labour Office shortly after the close of the Session of the Assembly.

Financial Decisions.

The financial decisions taken by the Assembly this year were inspired by two principal motives: in the first place, that of reducing to a minimum the financial difficulties expected in 1931 in view of the possible non-payment of certain contributions; secondly, for 1932, that of cutting down so far as possible the financial burden imposed on the different States, which are suffering from an unprecedented economic and financial crisis. These considerations gave rise both in the Fourth Committee and in the Assembly itself to prolonged discussion, during which nearly every State declared that, while the League of Nations should not ignore the crisis, it should guard against exaggerating the effect on its own finances. While every reasonable alleviation of the burden to be met by the States should be sought, it was in the interest of the whole world, and indeed of the restoration of prosperity, that the international community should be able to reckon on the necessary funds for developing international solidarity and co-operation in the political, financial, economic and social fields. At the closing session the President of the Assembly put on record this unanimous opinion, which certain delegations, such as the Spanish, had already expressed with great vigour.

In the first place, with a view to alleviating the financial position in the last quarter of 1931, the Assembly voted a resolution

> Requesting "the competent officials of the three organisations of the League to limit to the utmost

> possible extent the expenditure incurred between now and the end of the year," and making "a strong appeal to the Council and the Governing Body of the International Labour Office to endeavour to postpone or cancel the Sessions of Conferences and committees convened or contemplated for the last quarter of this year, provided always that such postponements or cancellations do not interfere with the essential work of the League."

At the beginning of the discussion on the 1932 budget, proposals were made before the Fourth Committee to reduce the budget by 10 and even 12 per cent. The majority of this Committee refused to be stampeded into accepting such an automatic reduction. However, the budget was referred back to the Supervisory Commission for substantial reductions to be made. After having again most firmly reserved the rights of the Governing Body regarding the general policy of the Office, the Director co-operated with the Supervisory Commission in seeking such reductions as would prove least harmful to the Organisation, though none would be without their disadvantages. The Director of the International Labour Office recalled that the Governing Body had made a systematic endeavour to stabilise the budget of the Organisation, and that the 1931 budget (8,661,652 francs), after ten years, only showed a very small increase over the 1921 budget. Although the draft budget had been discussed at length by the Governing Body, the Director stated that in view of the desire for economy expressed by the Assembly, he was prepared to propose to the Governing Body that it should postpone the Maritime Conference from 1932 to 1933, which would involve a saving of 165,000 francs. In these circumstances it would seem that arrangements might be made to summon the ordinary Session of the Conference at Geneva at a time when the Disarmament Conference was not sitting; in that case the credit of 350,000 francs asked in the supplementary budget for a Session away from Geneva could be cancelled.

At the same time the Commission made a number of relatively small reductions under various heads which, added to the saving on Conferences, made a total reduction of 644,000 francs.

The Economic Depression and Unemployment.

As was to be expected, the world-wide economic depression gave rise to considerable discussion, both in the plenary sittings of the Assembly and in the Second Committee. The text of the resolutions adopted on this subject will be found in the *Monthly Summary of the League of Nations.* In addition, the Assembly had to consider various questions with which the International Labour Office is dealing, with a view to the alleviation of unemployment, and notably placing, migration, and public works. These questions arose in connection with the Report of the Commission of Inquiry for European Union.

As regards the *placing of workers*, the general Report adopted by the Commission of Inquiry for European Union, and transmitted by it to the Assembly and the Council of the League of Nations, was accompanied by a number of resolutions, one of which was as follows:

> "The Commission of Inquiry for European Union draws the attention of the Council to the desirability of asking the International Labour Office to summon a Technical Placing Conference to meet upon the terms and with the agenda suggested in the report of the Unemployment Committee."

The Assembly approved the above resolution on 24 September, and requested the Council of the League of Nations to take the necessary action on it.

As regards the *utilisation of undeveloped land with a view to promoting migration*, the Assembly approved the following Resolution, and asked the Council to take the necessary action on it.

> "The Commission of Inquiry for European Union requests the Council to submit for examination by the competent organs of the League the suggestions made by the International Institute of Agriculture, and endorsed by the Unemployment Committee, with a view to the co-operation of the various factors of production for the exploitation of territories not utilised. This examination should be carried out in concert with the Unemployment Committee."

On the question of *public works*, the Director had requested all the Governments represented in the Commission of Inquiry for European Union to inform the Office of any public works which they thought it desirable to put in hand in the near future, and which would justify recourse to international credits. The Office had summarised the replies received in a document which was submitted in the first place to the Mixed Committee on Unemployment, and later laid before the Committee on Credit Problems, which had also been set up by the Commission of Inquiry for European Union, and which met on 24 August.

The work proposed would represent a total of over 550 million days' employment, and would necessitate a total credit of over £200,000,000 (gold) over a period of 10 to 15 years.

In accordance with the conclusions of its Committees, the Commission of Inquiry for European Union submitted to the Assembly and the Council of the League of Nations the following resolution:

> "The Commission of Inquiry for European Union requests the Council to entrust the Committee of Inquiry, set up for this purpose by the Communications and Transit Organisation, with the examination of any schemes for public works of European interest submitted by Governments to the League. This Committee should be completed by the addition of representatives of the International Labour Office and, if necessary, of the competent organs of the League."

The Assembly adopted this resolution on 24 September.

The Assembly also adopted in the Report of its Second Committee on the work of the Communications and Transit Organisation, a resolution in which it "expresses its confidence that the Transit Organisation will endeavour to take suitable steps to comply with requests for advice in respect of public works which it may receive from the various Governments, such as the request for advice referred to in the Report of the Commission of Inquiry for European Union."

Slavery.

On the motion of the Sixth Committee, the Assembly adopted the following resolution regarding slavery:

> "The Assembly
>
> "Requests the Council to appoint for one year a small Committee of Experts to examine the material upon Slavery which has been supplied or transmitted by Governments since the signature of the Convention of 1926. This Committee will submit to the Council suggestions with a view

to recommending to the next Assembly the measures of assistance which the League of Nations could render to those countries which have agreed to abolish slavery and which request such assistance."

It may be noted that in his report to the Council proposing this resolution, the British representative pointed out that "it will be unnecessary for the Committee to inquire into the question of public or private compulsory labour, which has been entirely separated from the problem of slavery." The question of compulsory labour falls, of course, within the competence of the International Labour Organisation.

Work in Prisons.

In 1930 the Assembly adopted a resolution instructing the Secretary-General of the League of Nations to submit the rules for the treatment of prisoners drafted by the International Prison Commission to the International Labour Office.

As a result of this resolution the Office prepared a report on those problems of penal administration which came within its competence, *i.e.*, problems connected with work in prisons. Most of the speakers on this subject in the Fifth Committee drew attention to the great interest attached to this Report, and a resolution of the Assembly asks the International Labour Office to continue its studies on work in prisons.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 September, 1931, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 441.

At the same date the number of Conventions of which the ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretariat of the League of Nations, was 25.

During the month of September, 1931, one new ratification was registered.

India ratified the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva), 1929.

A VISIT FROM MR. LERROUX, ACTING PRESIDENT OF THE COUNCIL OF THE LEAGUE OF NATIONS.

Mr. Lerroux, Spanish Minister of Foreign Affairs and Acting President of the Council of the League of Nations, accompanied by Mr. Leopoldo Palacios and Mr. Pedroso, members of the Spanish delegation to the Assembly, visited the International Labour Office on 28 September.

Mr. Lerroux was received by the Director and the Deputy Director in the Governing Body Room, in the presence of a considerable number of the staff of the Office. Welcoming the Foreign Minister, Mr. Albert Thomas referred to the part which Spain had taken in the work of the International Labour Organisation, and expressed his satisfaction at the renewed efforts of the Spanish Republic to co-operate even more actively and fruitfully.

Mr. Lerroux, in thanking Mr. Albert Thomas, declared himself a supporter of the ideal of social justice, by which the International Labour Office is inspired. He considered the efforts of the International Labour Office to be one of the most important aspects of the work for peace carried on in Geneva, and affirmed the desire of the Spanish Government to take the provisions of International Labour Conventions as the basis of its social legislation.

Mr. Lerroux then visited the various Sections of the Office in the company of the Director.

"THE INTERNATIONAL LABOUR ORGANISATION: THE FIRST DECADE."

A volume under this title has just been published for the International Labour Office. It gives a general and systematic summary of the work done by the International Labour Organisation since its establishment.*

It may be asked what justification exists for the publication of a new volume of some 380 pages. Mr. Albert Thomas, in his Preface to the work, gives the reasons.

"First of all, it seemed useful to complete the record of the first ten years of international co-operation. Our colleagues of the Secretariat of the League of Nations have published a comprehensive volume giving a valuable survey of their work which covers every international sphere save one—that of labour. The public, or at least that section of it which wishes to help us and which is sometimes apt to complain of insufficient information, is entitled to expect this gap to be filled, remembering that the Treaties of Peace postulated that there could be no lasting peace without social justice.

"And there is another reason. Surely among all the voices raised in praise, or it may be criticism, of our work, it is but right that a voice from within the Office should also be heard. It is this voice which finds expression here—a discreet, perhaps somewhat colourless voice, the voice of officials. Yet even if its tone is uniform and intentionally subdued it is vibrant with memories, with hopes, with emotion. We can say with joy and pride that in these ten years the conviction and enthusiasm of the staff of the International Labour Office have never failed or weakened.

"In order to make this a convenient handbook the authors have, of course, been obliged to give a full and systematic description of all the activities of the Organisation, enumerate all the problems, follow the standardised and obvious plan of discussing successively the origins and principles of the institution, its work, the results obtained, and its position in the general movement for justice and peace."

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* Published for the I.L.O. by Messrs. George Allen & Unwin, Ltd. 12s. 6d. net. Distributed in the U.S.A. by the World Peace Foundation, 40, Mount Vernon Street, Boston, Mas.

The authors describe the difficulties encountered in drawing up and applying international social legislation. In order to realise what persistent efforts were required to obtain the 441 ratifications which up to the present have been registered, one must take into account all the obstacles which had to be overcome: administrative delays, national prejudices, constitutional contradictions, legal objections, economic apprehensions, press of Parliamentary work, Government negotiations, opposition manœuvres, indifference or hostility in public opinion, mutual misunderstandings and suspicions, and so on. The value of Conventions should not be judged by solely the number of ratifications; for, whether they have been ratified or not, Conventions have borne positive results. The volume on the first decade of the International Labour Organisation devotes one of its most instructive sections to analysing these effects.

Mr. Albert Thomas in his Preface reminds his readers that year by year, in the second part of the report of the Director to the Conference, he himself has sought to show how in every sphere—hours of work, wages, hygiene, safety, employment and unemployment, etc.—whether for all workers or for some large occupational group, the work of the Office was supported and developed by the demands of the workers, by currents of public opinion and by scientific research, and how in return the actions, the decisions, the methods of the Organisation helped to guide, define and clarify these movements and efforts, so that they could only reach their fullest possible utility when co-ordinated round the work of the International Labour Organisation. So far, however, no general picture had been drawn of this process. Now it has been done, and in masterly fashion. These keenly suggestive pages reveal all the actions and reactions which go to form the network of social progress: the indirect influence of the Conventions, which, even if not ratified, serve as standards for national legislation (in particular, the enormous influence of the much-maligned Eight-Hour Convention which, although only sparsely ratified, has been almost universally accepted as the code for hours of work), and the real but rarely recognised effectiveness of the Recommendations, such as that on inspection, which is now the recognised standard for the young inspection services in countries which were revived or unified by the war or which are only now launching out upon industrial life, or the Recommendation on workers spare time, which may already be said to have become the charter of the new humanism at which the world of labour aims. They also show the organising power of the social insurance Conventions, which are at the origin of the new international groups of insurance funds and provide a clearly defined framework for their activities (it is even said that these Conventions have indirectly led to organised resistance on the part of doctors). They bring out, too, the value of the scientific studies, of the *Encyclopædia of Industrial Hygiene*, of the *Safety Survey*, of the studies on finding employment, on social insurance and public works, which have led to the imitation of the most successful schemes in other countries and thus sometimes proved as useful for the defence of human life as the Conventions themselves, even when ratified. These pages tell of the fruitful meetings in the commissions of experts and men of science separated by the war or by circumstances; the revival of great scientific movements which have been more or less paralysed; the resurrection of ideas or aspirations which were being allowed to languish or were stifled.

"Through all the tangle of legal procedure, through all the confusion of committees, commissions and conferences, beneath the apparent emptiness of congress resolutions and the jumble of texts, we see with amazement the desired reforms being adopted in every part of the world—slowly, it may be, but surely, and sometimes even beyond our highest hopes. It is occasionally the habit of workers' meetings to cast doubts on the value of the International Labour Organisation; some, in moments of disillusion, have gone so far as to say that our international institutions are a sham. But that view cannot be accepted by anyone who reads these pages with an open mind. It must be frankly admitted that the movement for the protection of the workers would never have had the same vigour or the same success amidst all the political and economic difficulties of the post-war world had it not had at its centre the International Labour Organisation."

The authors have, of course, confined themselves to the study of the relatively short past of the Organisation, but the conclusion they arrive at is an evidence of their belief in the future.

Mr. Albert Thomas in his Preface also looks into the future, and discusses the new questions raised by the development of the work of the Organisation, problems arising out of the division of functions and of the representation of various interests, the question of Conventions of universal scope and those of regional scope limited to a few States, the problems arising out of the inter-dependence of economic and social questions.

He stresses the importance of this last question from the point of view of the future work of the Organisation.

"One possible solution is that, having established a minimum of protection for humanity—what has been called 'the sanitary cordon'—we may subordinate the ever-evolving conceptions of, and the ever-recurring aspirations after, social justice to 'economic necessity' and 'economic laws,' the 'free play' of which must not be further disturbed. Or we may decide that, just because of these ideals of justice and because of the growing clearness of the voice of the human conscience, and sometimes even in the face of economic laws, which (to put it mildly) have perhaps not always the full force of natural laws, human intelligence must make every possible effort to organise the economic system and has in fact the power to do so. The social factor must take precedence over the economic factor; it must regulate and guide it in the highest cause of justice.

"Doubtless many a long decade must still elapse, many a compromise, many a struggle and perhaps many a failure be faced and accepted before the economic system is finally regulated and organised for the common weal. The decade which is so well described in the following pages can at least claim to have defined all these problems in a practical form. The world in which we live and struggle is big with new ideas, still uncertain, indefinite, confused, but arising out of the great upheavals of the war and post-war periods and to some extent forced on the attention of every thinking man. Will our international institutions be able to clarify these ideas and translate them into facts? That is the question of the future. Whatever the answer may be, it is in the light of these ideas that they must seek their path and define their duties."

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MR. ERNEST MAHAIM, CHAIRMAN OF THE GOVERNING BODY.

As is shown below in the report on the Fifty-fifth Session of the Governing Body, Mr. Ernest Mahaim, Belgian Government delegate, was elected, on 12 October, Chairman of the Governing Body of the International Labour Office, in the place of the late Mr. Arthur Fontaine.

Mr. Mahaim, who is the doyen of the Governing Body (he was born on 27 April, 1865), is one of the pioneers of labour legislation. It was on the basis of a report he had prepared that the Congress on Labour Legislation, held at Paris in 1900, set up the International Association for Labour Legislation, of which he was an active member from 1900 to 1914. Mr. Mahaim is the author of several works, including a "*Traité de Droit international ouvrier*," a set of lectures to the Paris Faculty of Law in 1912, and a course in the Academy of International Law at The Hague on "The International Labour Organisation" (1924).

Mr. Mahaim was a member of the Belgian Delegation to the Peace Conference at Paris in 1919, and as such took part in the work of the Commission on International Labour Legislation which drew up Part XIII of the Treaty of Versailles. In 1921 he was Minister of Industry, Labour and Supplies in Count Carton de Wiart's Government. Since 1923 he has been Director of the Sociological Institute founded by Mr. Ernest Solvay and attached to the Free University of Brussels. He is a member of the Belgian Royal Academy (literary section and moral and political science section), the International Statistical Institute, the Institute of International Law, and the Institute of France.

Mr. Mahaim has represented the Belgian Government on the Governing Body of the International Labour Office and at the Conference since their inception. In 1930 he presided over the Fourteenth Session of the International Labour Conference.

THE FIFTY-FIFTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Fifty-fifth Session at Geneva from 12 to 17 October, 1931.

The proceedings opened by the paying of a tribute to the memory of Mr. Arthur Fontaine, after which the Governing Body was called upon to elect a successor to the late Chairman. On the unanimous proposal of the Government Group it elected Mr. Ernest Mahaim, Belgian Government representative, by acclamation, thus giving expression to its respectful trust in one of the pioneers and founders of the Organisation. It was also decided to appoint a Vice-Chairman from the Government Group, to which new post Sir Atul Chatterjee, Indian Government representative, was unanimously elected.

The questions on the agenda of the Governing Body were overshadowed by the grave anxiety created throughout the world by the persistence of exceptionally widespread and prolonged depression. The duties that the depression imposes on the International Labour Organisation on the one hand and the means of remedying it on the other were the two vital questions that formed the subject of thorough discussion during this Session. The first arose in connection with the agenda of the International Labour Conference for the next few Sessions, and the second in connection with a consideration of the questions relating to unemployment in particular. Both discussions, which at times were decidedly heated, terminated in positive decisions which should tend, as suggested by the Director, to intensify the direct action of the International Labour Office against the scourge of unemployment, and to keep the general activity of the Organisation on such a level that the work of social justice prescribed by the Peace Treaties may be successfully carried on in the present difficult circumstances.

The various questions dealt with by the Governing Body are briefly summarised below.

After speeches by Mr. Oersted on behalf of the Employers' Group, Mr. Jouhaux on that of the Workers' Group, Mr. de Michelis and Sir Atul Chatterjee on that of the Government Group, and Mr. Albert Thomas on that of the International Labour Office, expressing the sympathy and grief felt by the whole Organisation on the loss of Mr. Arthur Fontaine and its gratitude for all he had done, the Governing Body proceeded to elect its new Chairman.

The International Labour Organisation and the Depression.

Elected by acclamation, Mr. Mahaim, on taking the Chair, after paying a tribute to the outstanding qualities and achievements of his predecessor, drew attention to the gravity of the present situation.

"Mr. Arthur Fontaine," he said, "has left us at a very serious moment in the evolution of social progress. The whole world is in the throes of a moral and economic distress which is unprecedented. Fears are even entertained that civilisation itself may go under. It affects the whole field of international labour legislation. None of us, I am sure, can fail to take account of the dangers which threaten our work. Our task has always been, and still is, to determine the standard of life below which mankind must not sink. Are we about to see the collapse of all that has been won at the price of great efforts ? It is a terrible possibility which we must endeavour to counter with wise decisions tending towards alleviation of the evil. This alone can save the results of our work."

These words of the Chairman formed a kind of preface to the discussions that subsequently took place on the question of the general depression and its effects.

The first of these discussions arose out of the agenda of the International Labour Conference. It may be recalled that, in accordance with decisions already taken, the agenda of the 1932 Session of the Conference includes, in addition to the second discussion on the age of admission of children to employment in non-industrial occupations, first discussions on two new questions : old age, invalidity, and widows' and orphans' insurance, and the abolition of fee-charging employment agencies. The Governing Body had also to consider for the first time the different questions which might be entered on the agenda of the 1933 Session of the Conference, which will be finally determined in January next.

On behalf of the Employers' Group Mr. Oersted read the following declaration :

"We believe it to be our duty to explain our attitude with all the frankness that the situation demands. The situation, as the members of the Governing Body know as well as we do, is grave in every country. To the economic difficulties are added financial disturbances, and all the States are struggling to check this crisis and to adapt themselves to the new conditions. We are firmly convinced that the world must and will emerge from these difficulties. We are anxious to assure the International Labour Organisation of our collaboration as in the past. But we feel that the present object is to conserve and consolidate the results which have already been achieved by the International Labour Organisation.

"We are quite convinced that the question or, rather, the questions which are already on the 1932 and 1933 agenda—invalidity, old age and survivors' insurance, not to speak of that of employment agencies—on account of the additional costs which they will involve in many countries, will render more difficult the necessary adaptation.

"Nevertheless, that is a decision taken in better times before which we bow. But—we have no hesitation in saying—the world economy must in the interest of the whole community be given the time necessary to recover, and we must refrain from imposing upon it new fetters.

"It is for these reasons that we cannot agree to the new programme proposed in the Director's note ; the more so in that the programme already laid down for 1932 and 1933 will require on the part of the Conference, in order to be carried through, a considerable effort.

"It seems to us that it would be wise to limit the agenda of the 1932 and 1933 Conferences to carrying through the questions of invalidity, old-age and survivors' insurance and employment agencies, as exposed in the Grey Reports now placed before the Governing Body, and to separate and adjourn for first discussion in 1933 the question of maintenance of rights to pension—a question which can only logically be dealt with after the main problem has been solved.

"That is the only new question which we propose for the agenda of the 1933 Conference."

This statement led to vigorous protests on the part of the Workers' Group. Mr. Jouhaux (France) on their behalf objected to the proposal made by the Employers' Group, the effect of which would be to put a stop to the work of the International Labour Organisation just at a time when, owing to the serious crisis from which the world was suffering, it was most needed to prevent grave social disturbances. It was not through a reduction of the so-called social charges that an improvement in the economic situation would take place. In those countries where such a policy had been tried as a remedy for the depression there had been no improvement. On the contrary, the situation became worse. This winter a hundred million human beings would be affected by unemployment. This should arouse everyone's attention. The workers, in any case, would not submit to the consequences of a situation for which they were in no way responsible. If the employers' point of view were to be adopted by the Governing Body, the Workers' Group would have to consider the position thus created and to act accordingly.

Mr. Vogel (German employer) and Mr. Olivetti (Italian employer) replied to Mr. Jouhaux by defining in more detail the sense and scope of the statement read by Mr. Oersted. They asserted that employers were as anxious as workers to remedy unemployment. In many countries manufacturers were already making great sacrifices in the common interest to mitigate the effects of the depression. But the only thing that could seriously help the situation was a revival of economic activity. It was the duty of employers to avoid at all costs anything which was likely to hinder that revival. They must aim at a readaptation of all the factors of production to existing circumstances, and to this end the essential necessity at the present time was collaboration between the various classes concerned in production. Mr. Olivetti added that he did not think that the statement of the Employers' Group was in any way contrary to that spirit of collaboration. It merely asked that the work already undertaken by the International Labour Organisation should be consolidated before anything new was attempted.

Mr. Müller (German worker) supported Mr.

Jouhaux's protest. The International Labour Organisation had been set up by the Treaty of Peace to secure the protection of the workers. The part it played was important above all in periods of depression. The Governing Body must remember the grave danger of not considering the workers' legitimate demands. The members of the Government Group who spoke did not as a rule discuss the principles raised by the employers' statement.

Mr. Leggett (Great Britain), however, categorically asserted that there was nothing in the present situation which should make the International Labour Organisation less active. The Organisation was set up to assist in overcoming economic difficulties. He also strongly urged the Governing Body to consider entering the question of unemployment insurance on the agenda of the 1933 Conference.

The other Government representatives who spoke, although they did not touch on the question of principle, nevertheless indirectly expressed their views by proposing various questions for inclusion in the agenda. Mr. Picquenard (France) suggested the weekly rest in glassworks, unemployment relief and holidays with pay; Mr. Weigert (Germany), the weekly rest in glassworks and unemployment insurance; Mr. Yoshisaka (Japan), unemployment insurance and the regulation of the employment of women and children on underground work.

The Director of the International Labour Office also took part in the discussion. He said that he could not help feeling some emotion on hearing the statements of the Employers' Group and Workers' Group. The employers had asked for a suspension of the development of social protection in the international field during the period of depression in order not to hinder industry by imposing new burdens on it. Without casting any doubts on the sincerity of the motives which inspired this proposal, the Director fully understood the fears to which it gave rise among the workers. They might well ask for how long it was intended to cease action, and what fields would be affected. No reply had been given to these questions. He personally considered that in a period of depression like the present the work of the International Labour Organisation was needed more than ever. At a time when responsible Governments, even when they had definite plans, hesitated to defend them before their parliaments or public opinion, this Organisation had an important function to fulfil. It was its duty to draw attention to the principles embodied in the Treaties of Peace, and to lay down the lines of that policy of social protection which even in the midst of the depression must be carried on. It was not only protection for women and children that was required. For all, the question must be raised as to where the line of minimum social protection should be drawn. Either there would be no more Peace Treaty and no International Labour Organisation, or a minimum must be fixed below which standards of labour protection in a modern society must not be allowed to fall.

The employers' statement referred to the need of conserving and consolidating, but it must be remembered that that was precisely what the International Labour Organisation had been doing up to the present; it had endorsed and embodied in an international form measures which had already been introduced in the various countries. If, therefore, it were desired to pursue a policy of conservation and consolidation as regards questions which constituted the essential features of social policy, the only possible method was to carry on the work of the International Labour Organisation. There were in fact practical problems which were now requiring its attention. In face of the existing economic instability throughout the world, the reduction of hours of work had been mentioned as a necessary regulator. At what time and under what conditions could this be effected? Those were definite questions which it would be well to consider, instead of concentrating on the search for radical remedies for the crisis which could not be applied in practice. If, therefore, it was desired to promote economic recovery and to conserve and consolidate social standards, the regular and permanent work of the Organisation must be pursued with ardour and with faith. For that reason it was impossible to agree to restrict the work of the Office in the years to come.

A vote being taken, the Governing Body rejected by 14 votes to 6, those of the Employers' Group, the proposal of that Group to select as the only question for entering on the agenda of the 1933 Session of the Conference that of the retention of pension rights taken apart from the general question of old age, invalidity, and widows' and orphans' insurance.

The Governing Body decided that the following questions should be retained as possible subjects for discussion by the 1933 Session of the International Labour Conference: the systems of providing for rest and organising shifts in automatic glass works, unemployment insurance, holidays with pay, underground work of women and young persons.

The International Labour Office will place before the Governing Body at its next Session in January a statement of the existing law and practice in the various countries relative to these items. At that Session, the Governing Body, on the basis of this material, will take its final decision whether to enter these questions on the agenda of the 1933 Session of the International Labour Conference.

This is the regular procedure for preparing the agenda of the Conference. In accordance with this procedure and in consequence of the decisions of the Governing Body, the activity of the Organisation will follow its normal course.

The Depression and Unemployment.

The Governing Body did not, however, confine itself to discussing what might be called the general policy of the Organisation in a period of depression. It had before it also direct proposals on certain unemployment problems, and these gave rise to the second discussion on the depression.

The Director opened it by describing what had been done in this field on the initiative of the International Labour Office during the last few months, and he drew attention to the various points of the resolution adopted by the Conference.

Hours of Work.—He laid special stress on the desirability that the Governing Body itself or the Unemployment Committee should reconsider the possibility of taking some action in this field. During the last few months there had been certain developments. On the one hand, the idea of the international regulation of short time was gaining ground. This was a measure that many industries adopted to prevent the extension of unemployment. On the other hand, the workers had expressed a desire that hours of work should be definitely regulated internationally on the basis of a forty-five, forty-four, or even a forty-hour week. There were thus two tendencies to be considered. The International Labour Office could not remain indifferent to the movement, since the question was directly within its competence.

Employment Exchanges.—The Commission of Inquiry for European Union, acting on the suggestion of the Office, had decided in favour of calling a conference of managers of the various national employment exchanges and other experts. This conference would be called under the same conditions as the Conferences of Labour Statisticians. Perhaps, owing to the shortage of funds, the Office might have to take more time in preparing this conference than had been estimated ; its methodical preparation would nevertheless be taken in hand with every guarantee.

Unemployment Insurance.—The Governing Body had decided to retain this important question among those suitable for placing on the agenda of the International Labour Conference in 1933.

Public Works.—The initiative taken by the Governing Body in this field was beginning to bear fruit. The subject had been carefully studied by the various institutions of the Commission of Inquiry for European Union, and most recently by the Sub-Committee on Public Works and National Equipment, which was set up by the Transit and Communications Organisation and to which the Governing Body had sent representatives. A circular had been sent out to the Governments asking for their suggestions as to schemes.

In brief, although the work done in these various fields might have been criticised and derided, yet that work had been done and was proving more and more useful. It ought to be continued both in the scientific and in the practical fields. To this end he asked the Governing Body to call a meeting of the Unemployment Committee before the end of the year. It could consider first the changes that had taken place since its last session and the problems within the competence of the International Labour Organisation which it was directly called upon to face, such as that of hours of work. It might also consider the economic and financial progress which had been made and its effects on employment. Finally, it might discuss whether the growth of unemployment did not call for more active measures on the part of national and international bodies. This work of stimulation, which was definitely within the competence of the International Labour Organisation, might be usefully accomplished by holding a meeting of the Unemployment Committee.

The Governing Body was called on to decide on these suggestions made by the Director. As a matter of fact, the proposal to hold a meeting of the Unemployment Committee before the end of the year gave rise to no objections. The members of the three Groups who spoke declared their readiness to approve it. Mr. Leggett, British Government representative, merely added his view that the Committee should have a definite agenda.

Concerning unemployment insurance, the question was settled for the time being by the decision of the Governing Body to consider its inclusion in the agenda of the 1933 Session of the Conference.

There were few observations on the questions of employment exchanges and public works. Mr. Riddell, Canadian Government representative, drew attention, however, to the programme of national and international public works, and he urged the necessity of associating oversea countries from the outset in any inquiries undertaken, if it was desired subsequently to extend to the rest of the world the measures at first worked out for Europe alone. Mr. Yoshisaka, Japanese Government representative, spoke on similar lines.

Mr. Jouhaux, French Workers' representative, also drew attention to the importance of these schemes, which to a certain extent might relieve unemployment. After what had been done by the Mixed Committee for Public Works, it might be expected that the replies of the Governments to the questions concerning their programmes of public works, if any, would be received before long. At the end of December or the beginning of January, these programmes could be examined and classified in relation to their practicability, the number of unemployed they would be capable of absorbing, and their productivity. There remained, however, the problem of the international financing of these works. Here difficulties were to be expected. For this reason, although he attached great interest to these ideas, he did not expect that their realisation would prove even a moderate remedy for the present situation. What was needed was not to act in 1933 or 1935, but to act as soon as possible. And for speedy action there was only one possible field, that of hours of work.

This question of hours of work became, in fact, the subject of the whole discussion.

Mr. Mertens, Belgian Workers' representative, recalled that in January last the Workers' Group had expressed the desire that the International Labour Organisation should deliberately endeavour to bring about a reduction of hours of work, not so much as a temporary expedient for partially relieving the unemployment crisis, but as a permanent measure. On the point of principle involved, employers and workers were not in agreement. The division of opinion was reflected in the resolution adopted on that occasion and still remained. Since January, however, there had been a large number of manifestations of opinion, not only among the workers, in favour of the reduction of hours of work. The idea of such reduction was making progress everywhere. In conclusion, Mr. Mertens, on behalf of the Workers' Group, submitted the following proposal :

> " The Governing Body,
>
> " Having before it a proposal from the Workers Group asking that the International Labour Office should deal with the question of the reduction of hours of work, more particularly by the establishment of the forty-hour week,
>
> " Noting that the procedure laid down by the Standing Orders of the Governing Body prevents

this question being placed on the agenda of the 1932 Session of the International Labour Conference,

"Considering, nevertheless, that the question of the forty-hour week requires further study by the International Labour Office,

"Decides that the Director of the International Labour Office should be authorised to get in touch with the States Members with a view to considering the possibility of a Conference at which Governments would be represented by tri-partite delegations, and which would consider the unemployment problem, with a view to investigating the possibility of an agreement, freely accepted, by which the signatory States would undertake to make a reduction in hours of work corresponding to the need for restoring the largest possible number of unemployed to employment."

Mr. Mahaim, speaking as Belgian Government representative, stated that that Government considered that the question of the reduction of working hours was worthy of international consideration. If a Conference of any kind were summoned for the purpose, the Belgian Government was prepared to be represented.

Mr. Yoshisaka, Japanese Government representative, without speaking on the principles involved, stated his agreement with the proposal that the question of hours of work should be discussed by the Unemployment Committee.

Mr. Leggett, British Government representative, after emphasising the gravity of the problem of unemployment and drawing attention to the influence of the development of machinery and labour-saving devices, pointed out that the question of hours of work was inseparable from that of wages. He maintained that the Unemployment Committee should be given a definite agenda.

Mr. Oersted, giving expression to the employers' point of view, observed that if the Workers' Group had formally proposed to enter on the agenda of the Conference the question of the forty-hour week that would have been tantamount to asking for the revision of the Washington Hours Convention. But it would surely be premature to contemplate a further reduction in hours of work, considering that this 1919 Convention had been ratified only by a few countries. As a matter of fact, there were at present two distinct points to consider—on the one hand, the problem of hours of work in general, and, on the other, short time. There was no need to demand the introduction of short time, since it was already in force in nearly all industries. It was a temporary measure, the burden of which should be borne by all, employers and workers alike. But, in his opinion, it did not follow that short time should be made the subject of international regulations. He would agree, however, to calling a meeting of the Unemployment Committee before the end of the year to study this question thoroughly, not with a view to a general reduction of hours of work, but in order to consider how far an individual reduction of hours of work could be achieved by means of the system of short time.

Mr. Weigert, German Government representative, stated that that Goverment would always be ready to participate in an agreement on hours of work. He did not regard a reduction as equivalent to revision of the Washington Convention, but rather as an exceptional measure intended to meet the present crsis.

Mr. Jouhaux supported the proposal of the Workers' Group, and maintained that in the present situation there was only one means of rapidly relieving unemployment, namely, to adapt hours of work to the present crisis; in other words, to try to employ as many workers as possible. This would to some extent lighten the burden of employers and taxpayers in general, since the States would no longer have to pay so much in unemployment relief. He expressed his surprise at the statement that there was no occasion to raise the question of short time, since short time was in existence in nearly all countries and nearly all industries. If that were so, it was, on the contrary, an additional reason for raising the problem. If manufacturers themselves had realised the need of reducing hours of work, why should not the workers have the right to raise the question? Did they fear the adoption of an international agreement on the subject? If so, they showed that they intended to continue competing among themselves with still greater intensity. This he believed impossible, and therefore, if the International Labour Office were courageously to attack the question of hours of work, it would really help to mitigate the depression. In brief, economic reorganisation should be effected on the basis of adapting hours of work and wages to production and consumption.

Mr. Gérard, Belgian Employers' representative, like Mr. Oersted, raised the point whether the proposed reduction of hours of work should be temporary or permanent. If temporary, he agreed with Mr. Oersted that such a measure must depend on the conditions prevailing in each country, in each industry, and even in each factory. He doubted whether anything useful could be effected on this subject by an exchange of views on the experience gained in different circumstances. If the proposal was for a permanent measure reducing the working week to forty hours, two aspects of the problem must be considered—the volume of production and the cost of production, which, in turn, raised the whole problem of wages. Mr. Gérard considered that at the present time the aim should be not to raise costs but to reduce them. The only hope of finding a solution for the crisis was to revive the purchasing power of consumers, and in this respect those who advocated the reduction of hours of work would be making a mistake. Production was not for the producers but for the consumers, who were the masters in the last resort, stating what they wanted and at what price. The inquiry of the Unemploment Committee should cover all these points.

Finally, after rejecting the workers' proposal by 8 votes to 6 (those of the Workers' Group), the Governing Body, by 14 votes to nil, adopted a proposal submitted by Mr. Picquenard, French Goverment representative, authorising the Director to call together the Unemployment Committee before the end of the year, in order that it might be informed as to the development of the work begun and consider the question of securing a better arrangement of hours of work by means of international agreements, either on a general basis or for individual industries.

After a brief discussion, it was agreed that the Unemployment Committee should meet on 7 December next. With the programme placed before it by the decision of the Governing Body, it would be able to meet the Director's demand that it should effectively promote the action of the International Labour Organisation and national institutions against the crisis which is depriving millions of workers throughout the world of their livelihood.

It may be added that the Governing Body selected the following members to represent it on the Committee appointed by the Transit and Communications Organisation for the study of schemes of public works: Government Group, Mr. de Michelis, substitute Mr. Sokal; Employers' Group, Mr. Lambert-Ribot, substitute Mr. Vogel; Workers' Group, Mr. Jouhaux, substitute Mr. Schürch.

In addition to these two questions, both of which were overshadowed by the more general problem of the depression, the Governing Body adopted a number of decisions, the principal of which are summarised below.

Standing Orders.—The Governing Body decided to make a number of amendments to those Articles of its Standing Orders which concern the election and number of its officers.

In future the officers shall consist of a Chairman, chosen from the Government Group, and three Vice-Chairmen, chosen one from each of the three Groups. They shall hold office for one year. No representative of a Government of which any representative has already held the office of Chairman shall be eligible for election unless representatives of all the other Governments which are members of the Governing Body at the time of the election have held the office of Chairman since it was last held by a representative of that Government. So far as is compatible with this principle and to the extent to which the distribution of seats permits, the Chairman shall be chosen in rotation in the following order:

(1) from among the representatives of the European States of chief industrial importance;

(2) from among the representatives of the extra-European States of chief industrial importance;

(3) from among the representatives of the States elected by the Conference.

The Government Vice-Chairman shall be designated in accordance with the principles governing the election of the Chairman.

Since the Governing Body has hitherto only had an employers' and a workers' Vice-Chairman, a Vice-Chairman from the Government Group had to be elected. Sir Atul Chatterjee, Indian Government representative, was unanimously elected by his colleagues. Mr. Oersted, on behalf of the Employers' Group, and Mr. Mertens, on behalf of the Workers' Group, welcomed this appointment, which constituted a further example of the universal character of the Organisation.

Maritime questions.—After a discussion of the difficulties which had arisen in connection with the Preparatory Maritime Conference, the meeting of which was originally fixed for 21 October, 1931, the Governing Body decided by 8 votes to 1 that a special Maritime Session of the International Labour Conference should be held in 1933. By 7 votes to 6 the Governing Body rejected the proposal that an interval of time should separate the special Maritime Session from the General Session of the International Labour Conference. The question of the calling of a Preparatory Technical Conference was left in abeyance.

Resolutions of the Conference.—The Governing Body proceeded to consider the effect to be given to the resolutions voted by the International Labour Conference at its last Session in June, 1931.

It was agreed that the International Labour Office should pursue, in agreement with oversea members of the Governing Body, its efforts to secure that all States Members should be represented at the Conference by complete delegations.

The Governing Body also instructed the Director of the International Labour Office to draw the attention of Governments to the resolution concerning the representation at the Conference of workers in Colonies and Mandated Territories.

With regard to the resolution concerning the ratification of the amendment to Article 393 of the Treaty of Versailles (increasing the number of members of the Governing Body so as to include more representatives of non-European countries), Mr. de Michelis announced that the Italian Government, which had not ratified this amendment, intended to propose fresh amendments to Article 393 and to certain Articles of the Standing Orders of the Conference in the hope of giving fuller satisfaction to non-European States as well as to Italy.

In view of the resolution concerning the inclusion of silicosis in the list of occupational diseases, the Governing Body requested the Office to continue its study of this problem so as to hasten the possibility of its inclusion in the agenda of the International Labour Conference.

With reference to the resolution concerning the convocation of an advisory conference of Asiatic countries, the Governing Body, by 12 votes to 8, authorised the Director of the International Labour Office to consult the Governments of the Asiatic States Members of the Organisation and States Members having territorial possessions in Asia.

As regards the resolution concerning conditions of work in unorganised industries and non-industrial occupations, the Governing Body authorised the Office to make a preliminary investigation, with the assistance of Governments, with a view to determining, country by country, which industries and occupations should be included.

Finally, as regards the resolution concerning conditions of labour in the iron and steel industry, the Governing Body requested the Director to prepare for the January Session a statement of the position of the question, with all the information at the disposal of the International Labour Office.

Entry of Mexico into the Organisation.—The Governing Body also studied the decisions of the last Assembly of the League of Nations affecting the International Labour Organisation.

In this connection, the Chairman expressed the satisfaction felt by the Governing Body as a whole at the entry of Mexico into the League of Nations and, consequently, into the International Labour Organisation. This happy event marked a new step towards the universality of the international institutions in Geneva. Moreover, Mexico had for some years back been making very noteworthy progress in social legislation, and its collaboration would therefore be extremely valuable in the work of international labour legislation.

At the suggestion of the Chairman, the Governing Body instructed the Director of the International Labour Office to express to Mexico its satisfaction at being able to count that country among the States Members of the Organisation.

The Grey Reports for the 1932 *Conference.*—The Governing Body considered the reports prepared by the International Labour Office on the two questions which have been placed on the agenda of the 1932 Session of the International Labour Conference for first discussion: old age, invalidity, and widows' and orphans' insurance, and the abolition of fee-charging employment agencies. These reports were approved with a few minor changes.

Professional workers—The Governing Body also approved the record of the last session of the Advisory Committee on Professional Workers.

The protection of dockers against accidents.—The Governing Body considered the record of the meeting of the Technical Committee on Dockers, which had been appointed to draft standard regulations for the application of the Convention concerning the protection against accidents of workers employed in loading or unloading ships.

In this connection, Mr. Leggett, British Government representative, and Dr. Weigert, German Government representative, requested the Governing Body to consider the possibility of the partial revision of this Convention on a number of points of an essentially technical character.

By 11 votes to 6 the Governing Body agreed to the proposal.

The Director's Report.—The Governing Body examined the report of the Director on the work of the International Labour Office since the last Session.

Mr. Albert Thomas and the Chairman paid a tribute to the memory of the late Monsignor Nolens, who died recently. The Governing Body requested the Chairman to convey its expressions of sympathy to the family of the late Monsignor Nolens and to the Netherlands Government.

The Governing Body instructed its officers to examine the proposal to set up an International Office for Technical Education, the main lines of which were adopted at the last International Congress on Technical Education, which met at Paris recently.

At the request of the Egyptian Government, the Governing Body authorised the Director to send to Egypt an advisory mission to study on the spot the actual conditions of the industry of the country and to prepare for the Egyptian Government a report on the best means of organising its Labour Department.

The Governing Body instructed the Office to prepare for the Fifty-sixth Session a report on the present situation as regards women's work.

The Governing Body decided to open its next Session at Geneva on 13 January, 1932.

UNEMPLOYMENT AND HOURS OF WORK.

One result of the persistent economic depression has been a growth of interest in the subject of hours of work. In the countries most severely stricken by unemployment, many employers have voluntarily reduced working hours in order to be able to occupy a larger number of workpeople. The possibilities offered by such a step as a means of easing the present situation are attracting attention in almost all directions, and public authorities are considering whether it is not for them to take action, in some cases for a "redistribution of work" by the means indicated above as an emergency measure to cope with the present crisis, and in other cases for a permanent shortening of the working day or week.

So far four Governments—those of Germany, the Free City of Danzig, Poland and Czechoslovakia—have taken such action.

In *Germany*, a Legislative Decree of 5 June, 1931, empowered the Federal Government, subject to the consent of the Federal Council, to issue orders for the reduction of hours of work to forty per week for certain branches of industries, public administrative services, or classes of workers. In the exercise of this power, the Federal Government issued on 30 September last a series of orders containing practical provisions relating either to normal working hours or to supplementary hours.

In *Danzig*, the Government of the Free City has issued an emergency order for the introduction of the forty-hour week in State and municipal departments and in other public services.

In *Poland*, a Bill was adopted by the Diet on 10 October, and by the Senate twelve days later, which has the effect of amending the Eight-Hour Day Act of 1919 and which had previously received the approval of the Government. The Act of 1919 contains a section by which, in case of "national necessity," the Government is authorised—after consultation with the employers' and workers' organisations—to promulgate orders permitting an extension of the working day or week. The Bill just passed by the Diet and the Senate makes provision for the issue, in case of "national or economic necessity," of orders not only for the prolongation but also for the diminution of hours of work. Thus, the speedy procedure created to enable the normal working day to be extended beyond eight hours, in certain exceptional circumstances, will be made available also for the fixing of the normal working day at something under eight hours.

In *Czechoslovakia*, the Minister of Social Welfare has prepared the draft of a Bill for the forty-hour week, and it has been submitted to the other Government departments for consideration. By the provisions of this draft, hours of work in industrial undertakings may not as a rule exceed eight per day and forty per week (instead of forty-eight, as at present). The Bill would apply also to undertakings in agriculture and forestry, unless a decision to the contrary were taken by the Minister of Social Welfare in agreement with the Minister of Agriculture. In mining establishments (mines, coke ovens, roasting furnaces and blast furnaces), hours of work would be limited to seven and a half per day and thirty-six per week. A special distribution of working hours would be permitted for certain groups of undertakings, including transport and agriculture, provided that the total number of hours worked should not exceed 120 in any period of three weeks.

Further, the weekly rest period for all industries would be increased from thirty-two hours to thirty-six. The minimum age for the admission of lads to night work would be raised from sixteen to eighteen years (night work is forbidden for females of whatever age). The Bill would also fix at eighteen years the age below which young persons of either sex may not be employed except in light occupations such as cannot be injurious to their health or their physical development. In short, the measure comprises a whole series of provisions tending towards a general reduction of hours of work with a view to an enlargement of the scope for employment.

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THE COMING SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The International Labour Office has addressed a communication to the States Members of the Organisation on the subject of the Sixteenth Session of the International Labour Conference.

The Session mentioned will be held in Geneva during the year 1932. Owing to the material difficulties which arise on this occasion, the Governing Body will not definitely fix the exact date until its January meeting, and will take into account the information then available on the intended programme of the Disarmament Conference, which is to sit in Geneva from 2 February onwards.

In any case, the following three items have already been inscribed on the agenda of the Sixteenth Session of the International Labour Conference :

I. Abolition of fee-charging employment agencies (first discussion) ;

II. Invalidity, old-age and widows' and orphans' insurance (first discussion) ;

III. Age for admission of children to non-industrial occupations (second discussion).

Further, the Governing Body has contemplated the possibility of inscribing also the partial revision of the Convention concerning the protection against accidents of workers employed in loading and unloading ships. A definite decision on this subject will be made at the January meeting.

Besides the questions inscribed on the agenda, the Conference will, as usual, examine the Director's Report and the annual reports submitted by the States, in conformity with Article 408 of the Treaty of Peace, on the measures taken by them to give effect to the Conventions which they have ratified.

INVALIDITY, OLD AGE AND WIDOWS' AND ORPHANS' INSURANCE.

The International Labour Office has recently submitted to all the Governments of the States Members of the Organisation a "Grey Report" on invalidity, old-age and widows' and orphans' insurance, a question which comes up for first discussion at the next Session of the International Labour Conference.

It will be remembered that this Conference has already taken a series of decisions on social insurance : the Draft Conventions of 1921 and 1925 on compensation for industrial accidents or occupational diseases, and the Draft Conventions of 1927 on sickness insurance for workers in industry, commerce and agriculture. To complete the cycle, the international regulation of invalidity, old-age and widows' and orphans' insurance had to be dealt with.

The report of the International Labour Office analyses the principal provisions of national laws and regulations on the subject, and shows that a compulsory statutory system for this insurance has already been accepted in many countries.

The first compulsory old-age insurance scheme of general scope was instituted in Germany in 1889. For a long time it remained the only scheme of the kind, until in 1906 the former Austrian Empire set up a pensions insurance scheme for non-manual workers. The French Act of 1910 on workers' and peasants' pensions was never completely applied. In 1911 Germany supplemented its earlier system by introducing survivors' insurance and salaried employees' pensions. The same period saw the introduction of the British sickness and invalidity scheme, the old-age and invalidity schemes in Luxemburg and Rumania, and the Swedish national insurance scheme. After the War the Netherlands Act of 1913 was put into force, and compulsory insurance was adopted in Italy and Spain. In 1924 these examples were followed by Belgium, Bulgaria, Chile and Czechoslovakia ; and Great Britain introduced old-age and widows' and orphans' insurance in 1925 and 1929. In 1927, pensions insurance for intellectual workers was adopted in Poland. In quite recent years, in spite of various difficulties, fresh progress has been made. Mention may be made, by way of example, of the invalidity, old-age, and widows' and orphans' insurance scheme for wage earners in industry and trade in Hungary, which came into force in 1929 ; the French General Insurance Act, which came into force in July, 1930 ; the recasting during the same year of the Belgian legislation on old-age and widows' and orphans' insurance for workers and salaried employees, etc.

All in all, the International Labour Office has been able to analyse about fifty insurance schemes, even leaving out of account the very many special schemes for railwaymen, seamen, and civil servants, most of which are more favourable than the laws applicable to other groups of workers. This body of laws offers a wealth of material on which to found international regulations. The national schemes are varied and complex, yet on the essential points it seems possible to define fundamental principles suitable for treatment in one or more Draft Conventions and Recommendations.

One of these principles is that insurance should be compulsory for all wage-earners. It has been adopted by most of the industrial countries that have legislated on the matter, and the International Labour Office has placed it at the forefront of the draft conclusions it is submitting to the Conference next year, with a view to a further consultation of the Governments.

These draft conclusions relate to the various aspects of the problem of invalidity, old-age, and widows' and orphans' insurance, such as scope, risks covered, benefits, financial resources, financial administrative and judicial organisation, position of foreigners, maintenance of migrants' pension rights, etc.

EFFECTS OF RATIONALISATION.

The effects of rationalisation which, owing to the persistent economic depression, are being so widely discussed at present, are dealt with in a volume of studies just issued by the International Labour Office.

The information collected shows, for instance, that the adoption of rationalised methods has led in the cases analysed to an increase in the worker's output, of which the following examples may be given: 10 to 40 per cent. in the case of the selection of workers, 27 to 200 per cent. for the training of workers, 20 to 700 per cent. for the rationalisation of movements, 20 to 260 per cent. for chain work, 15 to 300 per cent. for incentive forms of remuneration, and 2·8 to 33 per cent. for the introduction of rest pauses. In the case of methods or processes affecting the material conditions of manufacture, output has been found to rise by 60 per cent. (better arrangement of premises), 30 to 44 per cent. (better arrangement of workplaces), and 36 to 159 per cent. (improved plant and tools).

With regard to the influence of rationalisation in general, it is noted that in Germany from 1925 to 1928 output rose by from 16 to 100 per cent. in various industries, while in Austria from 1924 to 1927 there was an increase of from 27 to 78 per cent. In the United States, during a period of six years, the average output per worker in the four main branches of national activity (agriculture, mining, manufactures and railways) rose by 27 per cent. In Great Britain the increase in production in a group of ten industries from 1924 to 1929–30 was 11 per cent., while at the same time the number of workers employed fell by 8 per cent.

In coal mines rationalisation has led to the following rise in output for underground workers: in Germany, 34 per cent. from 1913 to 1929; in the Netherlands, 54·5 per cent. from 1925 to 1928; in Belgium, 16 per cent. from 1913 to 1929.

Although the data available are not adequate to enable the effects of rationalisation on employment to be measured exactly, it may be concluded that the majority of rationalisation measures involve a certain degree of unemployment, which is, however, often only temporary in each industry considered separately. At the same time, as the process of rationalisation goes on steadily, it must of necessity lead to a certain permanent margin of unemployment, proportionate to the extent and rapidity of the rationalisation movement itself. Such unemployment may therefore be considered as the price paid for progress, and it is only right that it should not constitute a burden solely on the workers whom rationalisation throws out of employment, but that the burden should be distributed evenly over the whole community—which benefits by this progress—by means of an adequate system of insurance.

The volume also includes studies of the effects of rationalisation on hours of work, wages, industrial hygiene, accident prevention, industrial relations, etc.

These bring out with particular clearness the relation between rationalisation and the movement of wages.

With regard to hours of work, it is evident that their reduction has a considerable influence on the extension of rationalisation by encouraging the adoption of scientific management methods and measures permitting of a more economical utilisation of human effort. At the same time, rationalisation tends to consolidate the reforms already introduced in this field by adapting economic life as a whole to a shorter working day.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 November, 1931, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 447.

At the same date, the number of Conventions of which the ratification had been authorised by the competent authority of the countries concerned but had not yet been registered with the Secretariat of the League of Nations was 49.

During the months of October and November, 1931, six new ratifications were registered.

Chile has ratified the following five Conventions: Convention concerning the employment of women during the night, adopted by the International Labour Conference at its First Session, Washington, 1919; Convention concerning workmen's compensation for accidents and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session, Geneva, 1925; Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the convention concerning sickness insurance for agricultural workers, adopted by the International Labour Conference at its Tenth Session, Geneva, 1927.

Spain has ratified the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference at its Third Session, Geneva, 1921.

In addition to the above and in consequence of a Decree adopted on the occasion of May Day, 1931, the provisional Government of the Spanish Republic rendered unconditional as from 1 October, 1931, the conditional ratification by Spain of the Washington Convention on the eight-hour day in industry.

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THE INTERNATIONAL LABOUR ORGANISATION IN 1931.

GENERAL CHARACTERISTICS.

The serious preoccupations to which the persistence of the depression have given rise have overshadowed the activities of the International Labour Organisation during the year 1931. The Organisation, whilst recalling the fact that the true remedies to the present situation are to be found mainly in economic, financial, and political measures which are outside its competence, has demonstrated by its continued efforts in the face of ever-increasing difficulties its will faithfully to carry through the mission of protection which the Peace Treaties have enjoined on it.

It is thanks to it that it has been possible in the first place to measure the extent of unemployment throughout the world, as the statistics provided by the International Labour Office alone give a general view of the situation. Further, Government, employers' and workers' representatives on the Unemployment Committee, the Governing Body and the International Labour Conference have set out in their speeches certain aspects of the problem special to their respective countries as well as some of interest from the general point of view. The studies undertaken by the Office have already proved to be a foundation for practical proposals.

These have borne mainly on the following points: the desirability of having a better system for placing workers in employment abroad, the undertaking of large-scale public works both of a national and of an international character, the extension of unemployment insurance and the preparation of international agreements on hours of work.

The questions raised by the first two points have been dealt with by the various organs of the International Labour Organisation and later of the Commission of Inquiry for European Union and the League of Nations.

With a view to a better organisation of the European labour market it has been decided to hold a conference of civil servants and experts from the various national employment exchange systems. This will take place shortly.

In the matter of public works, thirteen Governments have already informed the International Labour Office of interesting proposals. According to the preliminary estimates of experts, given of course only as a broad indication, the carrying out of such public works could provide in the course of the next few years over 550 million man-days of work without taking into account the indirect effects, such as the revival of certain industries, which might be expected to result. The matter is at present under consideration by a Special Committee of Public Works and National Equipment, set up by the Communications and Transit Organisation and on which the Governing Body of the International Labour Office is represented.

This Committee has written to Governments asking them to give further particulars both from a technical and from an economic and financial point of view on proposals to which they have already referred or which they may consider desirable to carry out. It may be hoped that it will be possible to draw up concrete programmes early next year.

As for unemployment insurance, the Governing Body of the International Labour Office decided to enter it provisionally as a possible item to be placed on the agenda of the International Labour Conference at its 1933 Session. A final decision on this point will be taken in January.

The International Labour Organisation had to overcome more serious difficulties when it sought to initiate practical measures aiming at shortening hours of work. On this point, at the first session of the Unemployment Committee in January, it had to be content with noting the opposite points of view of employers and workers, and requesting the International Labour Office to continue its inquiries. At the next Session of the Governing Body, and at the Conference, the same opposition between the two points of view arose again. It showed itself once more at the December session of the Unemployment Committee. But this time the two views were brought closer together, so that at any rate as regards hours of work during the period of depression it was possible to get a resolution through. This will come before the Governing Body in January, when it will be given its final form.

This resolution sets out certain basic principles which appear to constitute a solid framework for all the arrangements contemplated.

In the first place, the Committee considered that it was more than ever desirable for States to ratify and strictly to apply the existing International Conventions on hours of work, above all, the 1919 Convention on the eight-hour day in industry.

Next, overtime should be abolished wherever technical circumstances permit.

Further, individual hours of work should be reduced for the mass of workers so as to allow a larger number to be employed and to prevent dismissals. The resolution stated that under the conditions obtaining in the present depression the best results appear to have been obtained by a weekly working period of about forty hours, preferably distributed over five days.

Finally, it is suggested that international negotiations take place with a view to reaching an agreement on these various questions.

It is of interest to recall here that one example has been given this year of the regulation of hours of work in a given industry when the International Labour Conference adopted a Convention in favour of a seven-and-three-quarter hour day in coal mines. The preliminary procedure for the adoption of this Convention had been shortened owing to the exceptional severity of the depression in the coal industry. For the first time an international instrument fixes a limit to the daily hours of work at less than eight a day. It also sets a limit to overtime, and its application will result in the effective reduction of overtime in certain countries. Also, by setting out a uniform method for calculating hours of work in mines it will make it easier to reach agreements concerning production. Thus, in this Convention social and economic factors are both concerned, and it should have most satisfactory results both for the miners and for the general international economic situation.

The preliminary decision taken by the Conference with a view to preparing for discussion in 1932 a means of international regulation on the age of admission of children to non-industrial occupations may also be considered as contributing to a reduction of unemployment. This regulation, whilst filling a gap in the international legislation aiming at the protection of children against the dangers of working at too early an age, will lead to adults needing a living doing work which children often carried out to the detriment of their physical and moral well-being.

The Conference also had before it a proposal for amending the 1919 Convention on the employment of women during the night in respect of two points. The amended text was not adopted. The 1919 Convention thus remains as it stands in accordance with the wishes of the workers' group. It was the first time that the Conference resorted to the procedure contemplated for the possible revision of International Labour Conventions. The experience thus obtained showed that this procedure, although it is not without danger, can be worked in practice, and it has also shown that the work of protective labour legislation carried on by the Organisation has taken a firm hold in the various countries.

The progress of ratifications of International Labour Conventions proves that this work of the Organisation has, in spite of all the difficulties created by the depression, found an ever larger place in national legislative systems. On 31 December the number of ratifications officially registered was 449, as against 415 on 1 January, 1931. For the first time this year ratifications were received from Lithuania and Liberia. In addition to this, Albania and Colombia, who had hitherto not acted on the decisions of the Conference, have, in the course of the year, taken steps with a view to ratifying several Conventions. In Uruguay the procedure of ratification is going ahead actively for a certain number of Conventions. The Republic of Cuba has now ratified sixteen Conventions, and Chile thirteen. This shows a marked progress in Latin America, and provides a proof of the universality of the Organisation.

A further example of this universal character has been provided by the missions which the International Labour Office has sent to China and to Egypt, at the request of the Governments of Nanking and Cairo, and especially by the entry of the United States of Mexico into the International Labour Organisation at the time of its entry into the League of Nations.

THE FIFTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Fifteenth Session of the International Labour Conference was held in Geneva from 28 May to 18 June, with Mr. Sokal, Polish Government representative, and former Minister of Labour in Poland as President. Forty-eight States were represented. The Argentine Republic, although it has held aloof from the League of Nations, and did not take part in the 1929 and 1930 Sessions of the Conference, and Brazil, which has regularly taken part, sent complete delegations, thus re-affirming their willingness to take an active part in the International Labour Organisation.

Three items were on the agenda: (1) the minimum age of admission of children to employment in non-industrial occupations; (2) hours of work in coal mines; and (3) the partial revision of the Convention concerning the employment of women during the night.

On the first of these items, and in accordance with the double discussion procedure, the Conference was not called upon this year to vote the text of a Convention or recommendation. It had only, in the first place, to decide by a two-thirds majority whether the question should be entered on the agenda of the next Conference with a view to a decision being taken, and, if so, to determine the points which the International Labour Office should incorporate in the questionnaire to be sent out to the Governments of States Members, with a view to drawing up, on the basis of their replies, the text of a Draft Convention to be submitted to the Sixteenth Session of the Conference. The Conference having decided by 101 votes to nil to enter the question on the agenda of the next session, it also adopted unanimously the conclusions of its Committee as to the questions to be sent to Governments, after having altered them on two points in plenary session. The Committee had expressed the opinion that the first question that Governments should be requested to answer, bearing on the general principle, should be drawn up with a Draft Convention in mind. On the subject of the age of admission to employment, the questions bear on the desirability of fixing exactly the minimum age, on the suitability of fourteen as the minimum age and on the exemptions to be made for those countries in which the school-leaving age is over fourteen.

As regards hours of work in coal mines, the Conference adopted by 81 votes to 2 in its final vote a Draft Convention, which applies to all hard coal and lignite mines, the main provisions of which are as follows :—

In *underground hard coal mines* the time spent in the mine will mean the period between the time when the worker enters the cage in order to descend and the time when he leaves the cage after reascending. In mines where access is by an adit the time spent in the mine shall mean the period between the time when the worker passes through the entrance of the adit and the time of his return to the surface.

In no coal mine shall the time spent in the mine by any worker exceed seven hours and forty-five minutes in the day.

The Draft Convention mentions the methods of calculation by shifts recognised as valid for the determination of the time spent in the mine.

National laws or regulations may provide that the hours specified in the proposed Draft Convention may be temporarily exceeded in case of accident, in case of *force majeure*, or in case of urgent work to be done to machinery, plant or equipment in the mine, etc., but only so far as may be necessary to avoid serious interference with the ordinary working of the mine.

Regulations made by public authority, after consultation with the organisations of employers and workers concerned, may authorise a prolongation of the time spent in the mine up to half an hour per day for workers who are employed on operations which by their nature must be carried on continuously, or on technical work in so far as their work is necessary for preparing or terminating work in the ordinary way or for a full resumption of work on the next shift. This provision must not be applied to more than 5 per cent. of the normal complement of a mine, and must be paid for at not less than time and a quarter.

In addition to these provisions, sixty hours' overtime in the year shall be put at the disposal of undertakings by the public authority. This overtime shall be paid for at not less than one and a quarter times the ordinary rate.

In *underground lignite mines* the provisions contemplated are the same as for those for underground hard coal mines, subject to the following exceptions : (1) collective breaks involving a stoppage of production may in virtue of national regulations not be included in the time spent in the mine, but shall not in any case exceed thirty minutes in each shift ; (2) the number of hours overtime may be increased to not more than seventy-five hours a year ; in addition, the competent authority may approve for individual districts or for mines in which special technical or geographical conditions so require collective agreements which provide for not more than seventy-five hours extra overtime a year.

In *open hard coal and lignite mines* the provisions of the Washington Hours Convention shall be applied, i.e. eight hours a day and forty-eight hours per week, provided that the amount of overtime shall be limited to one hundred hours a year. Where special needs so require, however, and only in such case, the competent authority may approve collective agreements which provide a further one hundred hours' overtime.

As regards the 1919 Convention concerning the employment of women in industry during the night, the Conference had before it two proposals for amendment, neither of which in any way called into question the principle of the prohibition of night work but referred only to points of application. The one aimed at excluding from the scope of the Convention persons holding a responsible position of management, who do not ordinarily perform manual work. The other made it possible in certain exceptional cases to substitute for the period 10 p.m. to 5 a.m. the period 11 p.m. to 6 a.m. as the period during which night work is absolutely prohibited.

On the first reading, the first amendment was adopted by 54 votes to 43, and the second by 56 to 38. On the final reading of the revised Convention as a whole, for which a two-thirds majority (76 votes) was required, the result was 74 votes for and 40 against. The revised Convention was therefore not adopted. The 1919 Convention concerning employment of women during the night remains as it stands. The workers' group has expressed its satisfaction as to this result, and declared that they were not opposed in principle to any revision, but that it was desirable not to seek to amend Labour Conventions except for really weighty and important reasons.

During its Fifteenth Session the Conference proceeded to elect the Governing Body of the International Labour Office. This takes place every three years. The four Government seats which had to be filled were allotted to Brazil, Poland, Spain, and Denmark.

The Conference also adopted various resolutions submitted by delegates tending either by the consideration of new questions or by the summoning of various meetings to lead the way to further development of the international protection of workers. It examined as usual the reports presented by Governments on the steps they have taken to apply the Conventions they have ratified.

The Conference devoted more time than usual to the discussion of the Director's Report, which was of a rather different character this year. Mr. Albert Thomas, it will be remembered, having put all the documentary information concerning the activity of the Organisation into a new publication, the *Annual Review*, devoted almost the whole of the first part of his Report to the main topic of the hour—the world depression and unemployment. The general discussion, in which fifty-four speakers took part, naturally tended to concentrate on this subject. In his reply, the Director, apologising for not going fully into all the ideas expressed by various speakers, wished above all to go over the suggestions he had made in his report in the light of the discussion which had taken place and to define the detailed points towards which the efforts of the Organisation should be directed . . . placing of workers in employment, migration, unemployment insurance, public works, hours of work. The debate was concluded by the Conference adopting a resolution requesting the Governing Body to consider the effect which might be given to the proposals which had been made for the continuation and development of the action of the International Labour Organisation to remedy unemployment and its consequences.

THE GOVERNING BODY.

The Governing Body of the International Labour Office had the misfortune to suffer the loss in the course of the year of its president, Mr. Arthur Fontaine, French Government representative, who died on 2 September, at the age of seventy, respected and admired by the whole Organisation. Mr. Ernest Mahaim, Belgian Government representative, was appointed as his successor. The Governing Body also created a new vice-presidency allotted to the Government group, to which Sir Atul Chatterjee, representative of India, was elected, and made some alterations in the Standing Orders as regards the election and number of its officers. These alterations attempt to bring out the universal character of the Organisation.

In the five Sessions it held at Geneva in the course of the year in January, April, May, June, and October, the Governing Body devoted particular attention to the question of unemployment, having both to adopt proposals submitted and to appoint its representatives on the joint bodies which dealt with questions relating to unemployment.

In January, after considerable discussion, it adopted, by 17 votes to nil, the report of its Unemployment Committee, to which reference will be made below.

In April, it considered the draft memorandum prepared by the International Labour Office for submission to the Commission of Inquiry for European Union containing proposals for practical action in connection with unemployment in Europe. By 16 votes to nil, it decided to transmit this memorandum to the Commission of Inquiry for European Union, together with the record of the discussion to which it gave rise.

In October, after a further discussion, the Governing Body, by 14 votes to nil, authorised the Director to call together the Unemployment Committee before the end of the year in order that it might be informed as to the development of the work begun, and consider the question of securing a better arrangement of hours of work by means of international agreements, either on a general basis or for individual countries.

At this same session, the Governing Body had to face further repercussions of the depression in the course of the discussion on the future programme of work for the Conference. It will be recalled that, in virtue of former decisions, the agenda of the 1932 Session of the Conference includes, apart from the second discussion on the minimum age of admission of children to non-industrial occupations, the first discussion of two new questions: old-age, invalidity, widows' and orphans' insurance, and the abolition of fee-charging employment agencies. The Governing Body had to consider for the first time the different questions which might be entered on the agenda of the 1933 Session of the Conference, which will be finally determined in January next. The employers' group proposed that in view of the serious situation prevailing in all countries the Governing Body should not consider entering on the agenda of the Conference any new questions which might involve industry in further burdens. The employers' group were anxious to assure the International Labour Organisation of its co-operation, as in the past, but considered that, in view of the numerous difficulties of the present time, the object kept in sight should be to preserve and consolidate the results already obtained rather than to take on any new tasks. The employers' group were prepared to bow before decisions previously taken fixing the agenda of the Conference for 1932. They proposed, however, that the question of the maintenance of pension rights should not be included in the whole question of invalidity, old-age and widows' and orphans' insurance, but be the subject of a separate discussion which would be the only new item on the agenda of the 1933 Session of the Conference.

The employers' proposal was rejected by 14 votes to 6, and the Governing Body decided that the following questions would be retained as possible subjects for discussion by the 1933 Session of the Conference: the systems of providing for rest and organising shifts in automatic glass works; unemployment insurance; holidays with pay; underground work of women and young persons.

Among other important decisions taken by the Governing Body during the year, the following should be mentioned: the decision to hold a special Maritime Session of the International Labour Conference in 1933; the setting-up of a Technical Committee on Glass Works, consisting of Government, employers' and workers' experts, who have to study the organisation of shifts and especially the four-shift system so as to ensure a weekly rest for glass workers; the sending of technical missions by the International Labour Office to China and Egypt; the decision to publish a directory of social services; the agreement in principle to revise the Convention on the protection of dockers against accidents and so forth.

THE WORK OF THE UNEMPLOYMENT COMMITTEE.

Among other meetings of the Organisation in 1931, special mention should be made of those of the Unemployment Committee which met twice: on 26–27 January and on 7–8 December.

In its January Session, the Committee submitted to the Governing Body a report indicating the main contributing causes of world unemployment, and drawing the attention of Governments to the following points:—

(*a*) the need for the organisation of the labour market by public employment exchange services which should collaborate as effectively as possible in the drawing up of systematic schemes for the re-employment of the unemployed, and the re-adaptation, if necessary, of discharged workers to the technical requirements of production;

(*b*) the need of developing existing systems of relief and insurance against total unemployment and short time, and the creation of insurance systems where they are not yet in existence, with the means necessary to ensure that they are immediately financed by advances from the State, every effort being made to adapt them to the essential needs of the workers without interfering with the re-employment of the workers in industries capable of activity either at home or abroad ;

(*c*) undertaking extensive public works of national utility in accordance with programmes previously drawn up, and at the same time expanding orders for supplies, so as to counteract the effects of the temporary falling off of activity in private enterprise ; the possibility of Governments coming to an agreement through the appropriate organs of the League of Nations with a view to joint execution of extensive public works of an international character ;

(*d*) international co-operation which will make possible the free movement and placing of men in unexploited regions capable of utilising their activity, and with a view to increasing markets ;

(*e*) the development of suitable methods for ensuring co-operation among the different national economic systems.

With regard to the measures to be taken on the subject of the length of the working day or week and the remuneration of labour, in relation to unemployment, the Committee took note of the fact that the representatives of the employers and workers held different opinions at the time. As a result of this difference of opinion, the Committee invited the Office to pursue its investigations in order to lead at a later date, if possible, to a narrowing of the gap between the two points of view and to positive action.

In the course of the next Session of the Unemployment Committee, on 7–8 December, it was in fact possible to adopt a draft resolution on hours of work which will be submitted to the Governing Body next month.

In this draft resolution the Committee noted the fact that in all industrial countries efforts had been made spontaneously in the majority of undertakings for the purpose of keeping in employment the largest possible number of workers in spite of reduced production, and it drew the attention of all industrial communities to various measures, some of which have already been applied either completely or partially.

In the first place, the Committee considered that in present circumstances it was more than ever desirable that the international Conventions on hours of work, and in particular the Washington Convention on the eight-hour day, should be ratified, and that in any case, pending ratification, their principles should be, or continue to be, universally applied, so as to constitute a solid framework for all the arrangements contemplated.

Overtime should be abolished. In exceptional cases in which that was impossible owing to technical difficulties, seasonal requirements, or the necessity to comply with a time limit in executing orders subject to a penalty for non-fulfilment, it should be reduced to a strict minimum.

Whenever the technical conditions and the composition of the staff allowed, the hours of work of each worker should be diminished in preference to discharging workers. This diminution might be brought about by reducing either the number of hours per day or, preferably, the number of days per week. It might also be achieved by a periodical rotation of workers over a period of weeks. The Committee drew attention to the measures taken in certain countries to facilitate this practice by using unemployment benefits, to be paid during the period of idleness.

In spite of serious difficulties, which, however, it would seem possible to overcome, and subject to technical, commercial and financial possibilities, the principle of diminishing temporarily the hours of work of each worker should be adopted in those undertakings which are working at normal capacity, so as to make it possible to engage unemployed workers in those undertakings.

With a view to re-distributing employment among as large a number of workers as possible, while at the same time preserving the satisfactory working of the establishment and maintaining the individual earnings of the workers at an adequate level, it appeared to the Committee that under the conditions of the present crisis the best results had been obtained by reducing the weekly working period to a figure approximating to forty hours, distributed over the week by different methods, but preferably distributed equally over five days when the technical conditions allowed.

In order to mitigate the possible reduction in weekly earnings, the Committee thought it desirable to draw attention to the fact that in certain countries measures had been adopted to make up for this reduction, at least in part, and that this had been facilitated by a decrease in social charges due to the re-employment of a certain number of the wholly unemployed.

The Committee recalled that, without wishing to take the initiative in bringing about international negotiations, certain Governments had expressed a desire that temporary agreements concerning the hours of work should be arrived at in certain industries. It invited the Director of the International Labour Office to study these suggestions or desires, to consider in respect of different industries whether the situation was such as to render international agreements possible, and if so, to offer his services to the Governments concerned with a view to convening any meeting which might be considered useful for this purpose.

The Committee had a mandate at this session only to study arrangements of hours of work during the crisis. It took note, however, of the desires of the workers' organisations in favour of the forty-hour week, and also of the opinion formulated by certain industrial employers that when prosperity had been re-established a permanent reduction of hours of work might be possible in those industries in which technical progress had been considerable.

Finally, it invited the International Labour Office henceforward to pay particular attention to this question in the course of its investigations, with a view to submitting the information obtained, especially on the experience gained in certain cases, to the Governing Body at a later date.

At the end of the last sitting it was agreed that during the interval until the session of the Governing Body the members of the Unemployed Committee might put forward any useful suggestions for improving the resolution adopted, it being clearly understood that it was for the Governing Body to discuss and approve a final text.

VARIOUS COMMITTEES.

The new Advisory Committee on Salaried Employees and the new Technical Committee on Glass Works met for the first time on 14–15 April and 20 May respectively at Geneva. Several other Committees and Conferences also met during the year: the Committee on Automatic Coupling on 2–3 February at Geneva; the Committee of Experts under Article 408, 10–15 April at Geneva; the Correspondence Committee on the Prevention of Industrial Accidents, 8–9 May in London; the Advisory Committee on Professional Workers, 18–19 May at Geneva; the Fourth Conference of Labour Statisticians, 20–23 May at Geneva; the Correspondence Committee on Industrial Hygiene, 30 July–1 August; the Committee on Conditions of Work in the Textile Industry, 19–20 October, etc. In June and December the International Labour Office consulted experts on questions relating to social insurance.

THE INTERNATIONAL LABOUR ORGANISATION AND THE COMMISSION OF INQUIRY FOR EUROPEAN UNION.

As will be seen in the summary of the activities of the League of Nations, the International Labour Organisation has co-operated to a considerable extent, as regards all the problems in which it was concerned, with the Commission of Inquiry for European Union. In its January Session this Commission had before it a memorandum by the Director of the International Labour Office stressing the fact that the world of labour, of which the International Labour Office has assumed protection, cannot remain indifferent to any project for European union, and that no such project could be undertaken or come to fruition without its co-operation. The memorandum then drew the attention of the Commission more especially to a certain number of questions which, though of a universal character, were of primary interest to the European Continent: hours of work in coal mines; the conditions of labour on the shipping on great rivers; the prevention of accidents in connection with employment on railway wagons; the problem of the movements of labour from one country to another; the problem of unemployment; and that of the agricultural crisis.

In his opening speech the President of the Commission of Inquiry for European Union, Mr. Aristide Briand, stressed the usefulness of this memorandum, and expressed his belief that the co-operation of the International Labour Office would most certainly be of great value to the Committee. Several of the Ministers who took part in the long discussion which took place on the economic crisis from which Europe is suffering, and on its consequences, also referred to the work of the Office.

Finally, one of the resolutions adopted by the Commission referred especially to the problem of unemployment, and requested the Secretariat of the League of Nations to acquaint it at the May Session with the first results of the work undertaken by the Economic and Financial Organisation and the International Labour Office. The Governing Body had, in its Fifty-first Session, also requested the Director to submit to its April Session a memorandum on the possibility of laying before the Commission of Inquiry for European Union in May proposals for practical action in the field of unemployment.

At its May Session the Commission of Inquiry for European Union accordingly had before it a new memorandum prepared by the International Labour Office. This document stressed those aspects of world unemployment which are peculiar to Europe. It referred the special condition of Europe as regards, on the one hand, the causes of the economic depression, and on the other, the means which have been used to mitigate its effects, especially unemployment insurance. The memorandum, however, laid special stress on two points: the organisation of the finding of employment for workers by public exchanges, and the carrying out of large-scale public works. It concluded by suggesting:

(1) That a sub-committee of three members of the Commission of Inquiry for European Union should discuss with three members of the Governing Body of the International Labour Office, and with the assistance of experts, i.e. the heads of competent administrations, the possibility of the immediate development of the international placing of workers and the migration of workers in Europe.

(2) That another sub-committee, on which the Governing Body of the International Labour Office might also be represented (for labour questions), should draw up a scheme for European public works to be carried out in the near future.

As a result of the consideration of this memorandum, the Commission of Inquiry for European Union referred the problems of placing workers in employment, migration, and the problem of unemployment in general, to a joint committee set up more or less on the lines suggested by the Director of the International Labour Office, which met on 1 July. The question of public works, which appeared to involve mainly a financial problem, was referred to the Credit Problems Committee.

It is thus that the action was launched against unemployment in Europe to which reference has been made above. It is reasonable to hope that useful results will shortly accrue.

THE RESEARCH WORK OF THE INTERNATIONAL LABOUR OFFICE.

Apart from its regular periodical publications, the International Labour Office has published during the year 1931 a certain number of Studies and Reports which constitute a valuable contribution to the scientific investigation of the causes of the present depression and of the possible remedies thereto. This is particularly the case in the reports and memoranda published under the title "Unemployment Problems in 1931," in the work of the Deputy Director, Mr. H. B. Butler, in "Unemployment Problems in the United States," in "The

Consequences of Rationalisation," and in "Unemployment and Public Works," and so forth.

A series of studies have also been published on other aspects of social welfare; those on "Industrial Relations," "Housing Policy in Europe," "The Principles and Methods of Wage Determination in the Coal Mining Industry," and on "Wages and Regulation of the Conditions of Labour in the U.S.S.R."

The study undertaken at the request of Messrs. Ford on the cost of living in relation to wages in a certain number of industrial towns of Europe compared with that in certain industrial towns in the United States, such as Detroit, has just been published.

A large number of other works, of which it is not possible to give even the outline in this brief summary, are at present in course of preparation. Only a few general indications about them can be given here.

In the field of conditions of labour, there is in course of preparation a historical study on hours of work in coal mines, a legislative study on hours of work of drivers of motor cars, preliminary studies on hours of work in the textile industry and in the metal industry, and on the system of providing rest in the organisation of work in four shifts in glass works of the type known as automatic, and other glass works in which the work is necessarily carried on continuously over the week-end, a study on annual holidays with pay, a ten-yearly report on the Convention concerning weekly rest, studies on the arrangement of hours of work such as the "English Day" and the five-day week, a study on the conditions of work of women and children, a report on the employment of women underground, a ten-yearly report on the working of the Convention concerning the minimum age of admission of children to agricultural work, and so forth. As regards industrial hygiene, the publication of the Encyclopædia of Industrial Hygiene is now almost complete. The Office will also publish shortly the Standard Measures of Hygiene which were drawn up with the assistance of its Correspondence Committee, as well as the Study of Occupational Cancer. A revised edition of the study published in 1925 on compensation for occupational diseases is in preparation, and will appear shortly.

As regards the prevention of accidents, the Office is preparing studies on safety in the manufacture and use of acetylene, on safety in the manufacture and use of celluloid, on the prevention of accidents in the production and use of electric current, on the prevention of accidents in the use of passenger and goods lifts and ladders, on the protection of the eyes from foreign bodies, on the prevention of accidents during the application of paint by spraying, and on the question of accidents due to the use of electricity in mines.

In the recently published series of studies on the social aspects of rationalisation, considerable attention is devoted to the relation between rationalisation and wages. The Office has also published several articles on the question of high wages. It is continuing its investigations on the question of the relation between wages and output, on wages in the textile industry and in agriculture. It has made a study of the inquiries recently undertaken in various countries on family budgets.

In view of the next Session of the International Labour Conference, the Office has prepared a report on old-age, invalidity, and widows' and orphans' insurance, which will be accompanied by four technical studies of an explanatory character on each of these points. The Office is also carrying out its studies on the social insurance of men engaged in inland navigation on the international river systems of Europe, and is preparing a ten-yearly report on the working of the Convention concerning workmen's compensation in agriculture.

As regards the placing of workers in employment and migration, there are being prepared a report for the next International Labour Conference on the abolition of fee-charging employment agencies, a report on international migration statistics for the International Conference of Migration Statisticians which is to be held in 1932, a study on the international recruiting and placing of workers outside their own country, and a comparative study on the various national employment exchange systems, and so forth.

As regards agricultural work: a study on collective agreements, studies in conjunction with the International Institute of Agriculture on the rural exodus and on rural housing.

On navigation questions: apart from the reports on hours of work on board ship and the other items entered on the agenda of the Conference, there are studies on the fishing industry, inland navigation, and air navigation.

On the question of professional work: the Office is revising the study of living and working conditions of journalists which was published in 1928; also a study on conditions of work in cinema studios, and a preliminary study of the rights of performers as regards mechanical music and broadcasting.

For handicraftsmen: a study is in preparation for the sub-committee set up by the Governing Body.

On native labour: research is being continued into the development of legislation and general conditions of native labour, especially in Asiatic countries, concerning the development of law and practice as regards forced labour, into the methods of recruiting paid native labour, into the conditions of employment of such labour under long-term contracts, and so forth.

As regards living conditions of workers: studies on the drama in connection with workers' spare time and travel facilities for workers. The Office has also asked the International Institute for Intellectual Co-operation to assist in a study of popular libraries and popular art as a means of utilising workers' spare time. A series of national monographs have been prepared dealing with workers' education and the part played therein by industrial organisations. The Office will be able to submit to the Conference in 1932 a new study, on an international basis, on vocational training (vocational guidance, education, and apprenticeship).

As regards co-operation, attention is being devoted more particularly to fishermen's co-operative societies and the various forms which the relations between co-operative organisations may assume. The International Directory of Co-operative Organisations and general statistics of the various forms of co-operative associations are being prepared for 1932.

The Office is completing the preparation of its studies on conciliation and arbitration. It has drawn up preliminary schemes for studies of the problems of labour contracts and collective agreements in accordance with the resolutions of the Conference.

On the subject of industrial relations, the Office is completing a series of monographs published this year on industrial relations in certain special undertakings selected for their importance and representative character, by five national monographs on the same question dealing with Germany, the United States, France, Great Britain, and Italy.

As has been mentioned elsewhere, the International Labour Office has published for the first time this year a special volume under the title *Annual Review*, 1930, which includes all the information which formerly appeared in the Director's Report to the Conference. This Report will henceforth deal only with the main general problems of immediate interest. The *Annual Review*, which will be published annually, will thus become the real *Year Book* on the progress of social legislation and protection of workers throughout the world.

Finally, the work accomplished by the Organisation since its foundation has been summarised point by point in a new volume of about 380 pages, *The International Labour Organisation : the First Decade.*

THE MAINTENANCE OF MIGRANTS' PENSION RIGHTS.

On 14 December a meeting was held at Geneva of actuarial experts on social insurance, whom the International Labour Office wished to consult on the technical problems arising out of the maintenance of the rights of migrant workers to invalidity, old-age, and widows' and orphans' pensions.

The following were present at this meeting : Messrs. Aurin (Germany), Bógault (Permanent Committee of the International Actuaries' Congresses), Cramer (Sweden), Dreyfus (France), Epps (Great Britain), Horowitz (Poland), Lindner (the Netherlands), Mikelli (Italy), Saccasyn (Belgium), Schoenbaum (Czecho-slovakia), Schromm (Austria).

Mr. Lindner was elected Chairman.

In welcoming the actuaries, Mr. Albert Thomas reminded them that the question of the maintenance of migrants' pension rights was on the agenda of the 1932 Session of the International Labour Conference with a view to the preparation of international regulations. It was a very important question, for it interested several thousand persons, especially in Europe, where most States had passed legislation on compulsory invalidity, old-age, and widows' and orphans' insurance. In general these national laws made the right to pension subject to the completion of a qualifying period, which was sometimes very long, and to the condition that the insured person remained insured after completing this qualifying period and until the risk materialised. The results for insured persons who left for another country were most unfortunate, for their rights under any new insurance scheme to which they became subject took no account of the contributions they had paid in the country they had left. It was true that bilateral treaties had been concluded between certain States to repair this omission, but these were still few in number. There were about ten, and several of them had not yet come into operation. For this reason the national and international trade union organisations had urgently pressed for the study of the problem with a view to international regulation.

The Director of the International Labour Office drew attention to the moral interest of the work to be undertaken by the experts. Injustices that bore hardly on the individual were often sufficient to compromise social insurance schemes, however well established. In this field the general confidence of the insured persons was an indispensable condition. By abolishing international injustices the International Labour Office would strengthen the authority and vitality of insurance institutions in every country.

Mr. Thomas noted with satisfaction that it was possible to accomplish this progress during the difficult period of depression from which the world now suffered. In the general state of hesitation and distrust that faced the international institutions it was consoling to see that in the field of human solidarity and labour protection political opposition could always be overcome. It was good to see that sentiments were still held in common on which conciliation and international peace could be solidly founded.

Finally, he pointed out that the bodies which would provide for the maintenance of pension rights would help towards a realisation, especially among the workers of Europe, of the existence of a new readiness for international collaboration. The links created between the social insurance schemes of all the European countries would allow of freer circulation of the workers from one country to another and would strengthen the sentiment of their common European interests. Such a materially and morally satisfactory result could not fail to spread subsequently to all the countries of the world.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 December, 1931, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 449.

At the same date the number of Conventions of which the ratification had been authorised by the competent authority of the countries concerned, but had not yet been registered with the Secretariat of the League of Nations, was 54.

During the month of December, 1931, two new ratifications were registered.

Sweden ratified the Convention concerning the application of the weekly rest in industrial undertakings adopted by the International Labour Office at its Third Session, Geneva, 1921, and the Convention concerning forced or compulsory labour adopted by the International Labour Office at its Fourteenth Session, Geneva, 1930.

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THE FIFTY-SIXTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Fifty-sixth Session at Geneva from 12 to 16 January, with Mr. Ernest Mahaim in the chair. Once again, a debate took place on the problem of unemployment, and the Governing Body took further positive decisions on this subject, which, it is hoped, will provide a useful contribution to the measures taken against this social evil from which all countries of the world, with one or two exceptions, are suffering.

In the first place, it entered on the agenda of the 1933 Session of the International Labour Conference the question of unemployment insurance and the various forms of relief for the unemployed. The International Labour Office had provided the Governing Body with a report on the legislation and practice in force on this subject, which showed the remarkable way in which unemployment insurance has spread in industrial States since 1919, when the International Labour Conference recommended its introduction. In ten years the number of workers insured against loss of their means of livelihood had risen from 4 or 5 million to 39 million. In view of the differences of opinion which had arisen as to the economic consequences of unemployment insurance, it would be highly interesting to have a thorough discussion on the subject by an international gathering which is in a position to compare the results of experience gained in various countries. It may be noted that the decision of the Governing Body on this point was taken, after scarcely any discussion, by 20 votes to nil.

The Governing Body was also unanimous in stressing once again the importance of public works as a remedy for unemployment. By general agreement, it recommended the Director to take all necessary steps to hasten the study by the competent organ of the League of Nations of the proposals submitted to them for large scale public works, as well as of the other points referred to in the resolutions of the Assembly regarding unemployment.

The Governing Body also considered the report submitted by its Unemployment Committee on hours of work in relation to the economic depression. This report was summarised in the last issue of the MONTHLY SUMMARY

The adoption of this report was supported by Mr. Jouhaux (France), Mr. Hayday (Great Britain), and Mr. Johanson (Sweden) on behalf of the workers' group, by Mr. Lambert Ribot, French employers' representative, by Mr. Brablec, Czechoslovak Government Deputy Member, and by Mr. Weigert, German Government representative.

It was opposed by Mr. Leggett, British Government representative, Mr. Cort van der Linden, Netherlands employers' representative, and Mr. Kirkaldy, British employers' representative.

The Director, in summing up the discussion, made a certain number of observations on various points. First of all he denied that, in recommending that the Washington Hours Convention be ratified in the first place, the Unemployment Committee had any intention of exerting pressure on any Government. Its idea was simply to avoid any misunderstanding, and to emphasise the fact that the Washington Convention was the starting point of all arrangements regarding hours of work. At a time when a joint effort was specially required in order to alleviate the depression, care must be taken not to displace the corner stone of the work of the Organisation.

Mr. Albert Thomas pointed out that the resolution of the Unemployment Committee was not intended to provide a ready-made and final solution of unemployment. At its last Session, the Governing Body had been faced with a number of difficult and unco-ordinated proposals, and it requested its Unemployment Committee to clear the matter up. In particular, it was necessary to draw a clear distinction between temporary and permanent reductions in hours of work, and the Committee had tried to make this distinction.

Referring to the question of public works, the Director stated that the League of Nations was continuing to examine proposals received. A considerable number of Governments had sent in plans, some of which were very detailed, and were accompanied by estimates.

It might seem as if progress had been slow. Nevertheless, a special committee set up by the Communications and Transit Organisation, and on which the Governing Body was represented, would be in a position at its next session, which will meet in Paris on 30 and 31 March, to consider the plans which had been submitted. Experts had already been appointed to examine the proposals referring to different types of public works.

The difficulties which had been encountered so far were inherent in international life. Now that the various parties concerned had got the matter in hand, it was essential to be able to rely on the co-operation of Governments. Progress would be very much more rapid if only confidence could be re-established. It was reasonable to hope that these public works proposals might assist in restoring confidence. In spite of all the numerous obstacles which hindered their execution—monetary problems, reparations, war debts—the work had to be energetically carried on. If public opinion could be interested in the subject, it would be relatively easy to get the funds required. Whatever might be the troubles and reactions resulting from the depression, the International Labour Organisation must stick to its work of building up solidarity between classes and social justice, thus helping in the restoration of the world.

Finally, the Governing Body, by 15 votes to 3, adopted the report of its Unemployment Committee, the text of which is as follows,

" The Governing Body,

having regard to the increasing gravity of the unemployment crisis,

recognising that the crisis can only be solved by the adoption of economic, financial and political measures which are outside the competence of the International Labour Organisation :

urges Governments in the first place actively to explore every possibility of increasing employment both nationally and through the international organisations ;

urges in particular that the international action which has been undertaken with regard to public works should be pushed forward with the greatest possible energy.

" In conformity with the resolution adopted by the Governing Body at its Session of October, 1931, the Committee has devoted special attention to ' the possibility of arriving at a more satisfactory arrangement of hours of work by international agreement, whether general or by industry ' ;

taking note of the fact that in all industrial countries efforts of various kinds have been made spontaneously in the majority of undertakings for the purpose of keeping in employment the largest possible number of workers in spite of reduced production,

" The Committee draws the attention of all industrial communities to the measures referred to below, some of which have already been applied either completely or partially.

" The Committee considers that in present circumstances it is more than ever desirable that the International Conventions on hours of work, and, in particular, the Washington Convention, should be ratified, and that in any case pending ratification their principles should be, or continue to be, universally applied so as to constitute a solid framework for all the arrangements proposed below :

" (1) Overtime should be abolished. In exceptional cases, in which that is impossible, owing to technical difficulties, seasonal requirements, or the necessity of complying with a time limit in executing orders subject to a penalty for non-fulfilment, it should be reduced to a strict minimum.

" (2) Whenever the technical conditions, the composition of the staff and the individual position of each wage earner permit, the hours of work of each worker should be diminished for the whole of the staff in preference to discharging workers. This diminution may be brought about by reducing either the number of hours per day or, preferably, the number of days per week. It may also be achieved by a periodical rotation of workers over a period of weeks. The Committee draws attention to the measures taken in certain countries to facilitate these practices by paying unemployment benefits during the period of idleness.

" (3) In spite of serious difficulties, which, however, it would seem possible to overcome, and subject to technical, commercial and financial possibilities, the principle of diminishing temporarily the hours of work of each worker should be adopted in those undertakings which are working at normal capacity so as to make it possible to engage unemployed workers in those undertakings.

" (4) With a view to redistributing employment among as large a number of workers as possible, while at the same time preserving the satisfactory working of the establishment and maintaining the individual earnings of the workers at an adequate level, it appears that under the conditions of the present crisis the best results have been obtained by reducing the weekly working period to a figure approximating to forty hours, distributed over the week by different methods, but preferably distributed equally over five days where the technical conditions allow.

" (5) The Committee thinks it desirable to draw attention to the fact that in certain countries measures have been adopted to make up for the possible reduction in weekly earnings, at least in part, and that this has been facilitated by a decrease in social charges due to the re-employment of a certain number of wholly unemployed persons.

" (6) It considers it desirable to draw attention to the importance of the measures adopted in the legislation of different countries to safeguard the rights to superannuation or to insurance benefits of workers subject to these special arrangements concerning hours of work.

" The Committee recalls that, without wishing to take the initiative in bringing about international negotiations, certain Governments have expressed a desire that temporary agreements concerning the hours of work should be arrived at in certain industries. It invites the Director to study these suggestions or desires, to consider in respect of different industries whether the situation is such as to render international agreements possible, and, if so, to offer his services to the Governments concerned with a view to convening any meeting which may be considered useful for this purpose.

" The Committee had a mandate at its present Session only to study arrangements of hours of work during the crisis. It has taken note of the desires of the workers' organisations in favour of the forty-hour week, and also of the opinion formulated by certain industrial employers that when prosperity has been re-established a permanent reduction of hours of work might be possible in those industries in which technical progress has been considerable.

" It invites the International Labour Office henceforward to pay particular attention to this question in the course of its investigations, with a view to submitting the information obtained, especially on the experience gained in certain cases, to the Governing Body at a later date."

THE 1932 SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Governing Body fixed the date of the opening of the Sixteenth Session of the International Labour Conference for Tuesday, 12 April, 1932, at Geneva.

It will be recalled that, as a result of former decisions, the agenda of this Session consists of the following three items :

I. Abolition of fee-charging employment agencies (first discussion).

II. Invalidity, old age, and widows' and orphans' insurance (first discussion).

III. Age of admission of children to employment in industrial occupations (second discussion).

As will be seen below, the Governing Body decided to add to the agenda the question of the partial revision of the Convention concerning the protection against accident of workers employed in loading and unloading ships.

The 1933 Session of the International Labour Conference.—By 20 votes to nil, the Governing Body decided to enter on the agenda of the 1933 Session of the International Labour Conference the question of unemployment insurance and the various forms of relief for the unemployed.

By 11 votes to 9, it also entered on the agenda of this Session the methods of providing rest and alternation of shifts in automatic sheet glass works.

Draft Amendments.—The Governing Body referred the draft amendments to Article 393 of the Treaty of Versailles and to the Standing Orders of the International Labour Conference, submitted by the Italian Government, to its Standing Orders Committee. (Article 393 of the Treaty of Versailles determines the composition of the Governing Body of the International Labour Office. An amendment to this Article was adopted by the Conference in 1922, with a view to increasing the number of members of the Governing Body and to ensuring a better representation of overseas States. This amendment, however, has not yet come into orce.)

Women's Work.—The Governing Body discussed the activity of the Organisation as regards women's work. By 12 votes to 7, it decided to set up a Correspondence Committee consisting of experts whom the Office may consult when it has to study problems relating to women's work. These experts will be chosen at a later session.

Conditions of Work in the Textile Industry.—The Governing Body adopted by 20 votes to nil the Report of the Textile Committee. At its last Session this Committee, taking into account the suggestions made by several Governments, had drawn up a new draft questionnaire, relating to conditions of work in the cotton and wool industries, which was less extensive and simpler than the one originally prepared. The Governing Body decided to send this new draft questionnaire to the Governments concerned, requesting them, when forwarding any suggestions they may wish to make, to estimate the approximate number of workers in each of the sections of the textile industry included in the inquiry and the approximate number of workers employed in the establishments in each section from which they expect to be able to receive the data required. The Governments will be invited to indicate, taking into account the present state of the textile industry, the period for holding the inquiry which will give the most satisfactory results having regard to the object of the inquiry.

The replies received will be submitted to a further meeting of the Textile Committee for a report to the Governing Body, which will then decide whether the arrangements are sufficiently complete for the Governments to be asked to proceed with the making of the inquiry in their respective countries.

Conditions of Work in the Iron and Steel Industry.—The Governing Body adopted by 16 votes to 1 the principle of an inquiry by the International Labour Office into conditions of work in the iron and steel industry. With a view to this inquiry it also decided by 14 votes to 1 to set up a Committee which will be appointed at its next session in April.

Inquiry on the Workers' Living Costs in Detroit and in various European Cities.—The Governing Body considered the conditions of publication of the results of the inquiry undertaken by the International Labour Office, at the request of the Ford Motor Company, on the comparison of the cost of living of workers' families in an American town, Detroit, with that in fourteen European towns. The American edition of this report has recently been published. It was decided that before publishing it in French, and possibly in German, the results of the inquiry should be submitted to the Committee on Wages and Cost of Living. In addition, the International Labour Office will, in an article in the *International Labour Review*, define the extent to which it is permissible to draw conclusions from the statistical information obtained.

The Setting up of an International Organisation for Technical Education.—The Governing Body discussed the relations between the International Labour Office and the International Organisation for Technical Education, which is being set up. It adopted a resolution expressing its great sympathy with the development of technical education, and laid stress on the interest with which it regards the constitution of the new international organisation. In view, however, of the fact that that Organisation is still in process of being set up, it considers it premature to decide at present the exact form to be taken by the possible collaboration between this new Organisation and the International Labour Office. But the Governing Body instructs its officers to continue to keep in touch with the provisional bureau of the International Office for Technical Education on the lines of Mr. Albert Thomas' suggestions, and to report to it on the further development of the question. The Governing Body also requested the Director to submit to it a report on the general principles which should govern relations between the Office and (*a*) international organisations which come under Article 24 of the Covenant, and (*b*) private organisations with which the Office may be called upon to collaborate, in view of its constitutional competence.

The Partial Revision of the Convention concerning the Protection against Accidents of Workers Employed in Loading and Unloading Ships.—The Governing Body decided to enter on the Agenda of the 1932 Session of the International Labour Conference the proposals made by a certain number of Governments with a view to the partial revision of the Convention concerning the protection against accidents of workers employed in loading and unloading ships. The principle of the Convention was not involved by these proposals, which referred only to points of application or technical details. The Conference will be called upon to take a decision only in respect of these clearly defined points, and the discussion will not be re-opened on the Convention as a whole.

The Application of International Labour Conventions.—The Governing Body adopted various suggestions of a practical nature with a view to rendering more complete the reports provided by States in accordance with Article 408 of the Treaty of Versailles on the application of International Labour Conventions which they had ratified.

In this connection the Governing Body expressed the hope that the Governments concerned might realise the importance of the question of the extension of the Conventions to the Colonies, and the value to the International Labour Office of obtaining as detailed and as full information on this question as possible.

Miscellaneous.—The Governing Body then adopted the records of the Conference of Labour Statisticians and of the last meeting of the Correspondence Committee on Industrial Hygiene.

It decided to set up a committee of three members, one each from the Government, employers' and workers' groups, which will have to consider the problems to which the study of the question of freedom of association may give rise.

The Results of the Mission to China.—The Governing Body examined the report submitted by Mr. Albert Thomas on the activity of the International Labour Office since the last Session. In this connection, it considered the report on the mission carried out in China at the request of the Chinese Government by Mr. Pône, Chief of Section in the Diplomatic Division in the International Labour Office, and Dame Adelaide Anderson, former inspector of factories in Great Britain. This mission successfully achieved its object, which was to provide the Chinese Government with the assistance of technical experts with a view to organising a factory inspection service. A service of this nature was rendered especially necessary by the coming into force of the recent Chinese Factory Act, which will shortly be able to be put into practice, to begin with at least in the large industrial agglomeration of Shanghai. The Governing Body offered its congratulations and thanks to those who had been sent out by the Office for the manner in which they carried out their task.

It may be noted in this connection that at the opening of the Session the Chairman welcomed Mr. Woo-Kai-Seng, who as deputy member was taking part in the Sessions of the Governing Body for the first time.

Mr. Woo-Kai-Seng thanked the President in the name of his Government, and assured the Governing Body and the International Labour Organisation of his whole-hearted co-operation.

As the representative of the Government of a Far Eastern country which was a neighbour of China, Mr. Yoshisaka (Japan) wished to express the friendly sentiments which he felt at seeing the representative of China take part in the work of the Governing Body.

The Governing Body will hold its next Session at Geneva from 4 to 9 April, just before the opening of the Conference.

In reply to a cordial invitation of the Government of the Republic of Spain, it decided to hold its October Session in Madrid.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 January, 1932, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations, and officially notified to the International Labour Office, was 452.

At the same date, the number of Conventions of which the ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered by the Secretary-General of the League of Nations, was 55.

During the month of January, 1932, three new ratifications were registered.

Australia ratified the Convention concerning forced or compulsory labour adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930). This ratification is valid for Australia, the territories of Papua and of the Island of Norfolk, and the mandatory territories of New Guinea and Nauru.

Estonia ratified the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

France ratified the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926). This ratification will only come into effect for France as from the date on which the unconditional ratifications of Poland, Spain and Italy will have been registered.

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Monthly Summary of the
International Labour Organisation

1932. No. 2 FEBRUARY

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PREPARATION FOR THE SIXTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

In preparation for the Sixteenth Session of the International Labour Conference, which will meet at Geneva on 12 April, the International Labour Office has sent out to the Governments of all States-Members the usual reports upon the items entered on the agenda :

(1) Abolition of fee-charging employment agencies (first discussion) ;
(2) Invalidity, old-age and widows' and orphans' insurance (first discussion) ;
(3) Age of admission of children to employment in non-industrial occupations (second discussion) ;
(4) Partial revision of the Convention concerning the protection against accidents of workers employed in loading or unloading ships.

This last question, to which the special procedure prepared for the revision of International Labour Conventions will be applied, is a rather special case. It is really an amendment on technical points of a Convention already adopted, undertaken with the view to facilitating ratification and enforcement.

The three other questions raised before the Conference, though dealing with very different subjects, have one important point in common : in every case the aim is to extend or strengthen the effect of international legislation for the protection of the worker in fields in which its usefulness has been conclusively proved by past experience.

Abolition of fee-charging employment agencies.—At its first Session in Washington in 1919 the Conference adopted a Convention on unemployment, ratified up to now by twenty-four States, which provides for the establishment of free public employment exchanges. This Convention was accompanied by a Recommendation in favour of the abolition, as soon as possible, of all fee-charging employment agencies. The Conference will now have to consider whether the time has not come, by the adoption of a Convention, instead of a pure Recommendation, for the general abolition of these agencies, as was done in 1920 in a narrower field in the case of seamen.

Invalidity, old-age and widows' and orphans' insurance.—A certain number of Conventions aiming at protecting the worker against risks of a social character are already in existence : Conventions on workmen's compensation for accidents and occupational diseases, on equality of treatment for national and foreign workers, on sickness insurance for workers in industry and commerce and domestic servants, and also for agricultural workers. An international regulation covering invalidity, old-age and widows' and orphans' insurance would complete the set on social insurance. In addition, the question of unemployment insurance and the various forms of relief for the unemployed is on the agenda of the 1933 Session of the Conference.

Age of admission of children to employment in non-industrial occupations.—Conventions prohibiting the employment of children under fourteen years of age in industrial employment, at sea, and, at least during school hours, in agriculture, are in existence. By the adoption of a similar Convention prohibiting the employment of children in non-industrial occupations the Conference will this year—the first discussion having already taken place—be able to complete its task of protecting children against the dangers of being put to work at too early an age.

It will be seen that the Conference has not, as was the case in 1928, when it took up the question of minimum wage-fixing machinery, or in 1930 forced labour, to deal with any new subject. It is asked to carry on on lines which it has already started. As no one seeks to complete any work other than that which has shown itself useful and beneficent, the special character of the agenda of this Session may well be taken as a further proof of the firm foundations on which international labour legislation has been built, as well as of its usefulness.

Abolition of Fee-Charging Employment Agencies.

The Grey Report, prepared by the International Labour Office on the abolition of fee-charging employment agencies, sets out the legislation and practice in the different countries on the subject, and concludes with suggestions as to the general lines of the international action which might be undertaken.

It will be recalled that at its first Session held in Washington in 1919 the Conference adopted a Convention concerning unemployment, which provided for the establishment of a system of free employment exchanges, and that this Convention was supplemented by a Recommendation in favour of the prohibition of the establishment of new fee-charging agencies and the regulation and ultimate abolition of existing agencies. In the following year at its maritime Session in Genoa the Conference adopted a Convention for the abolition as soon as possible of fee-charging agencies for finding employment for seamen. More recently the suppression of such agencies for all occupations was raised afresh by the German Government in connection with the ten-yearly report on the working of the Washington Convention on unemployment. After full consideration the Governing Body of the Office decided to place the subject on the agenda of the Conference for 1932, it being understood that agencies for seamen might be excluded from the scope of the inquiry, but agencies for agricultural workers must be included. This question of the abolition of fee-charging employment agencies is one which, as regards most countries, is of less direct interest to industrial workers than to land workers, clerical workers, shop assistants, hotel and restaurant workers, nurses, teachers, musicians and artists, and above all domestic servants and to their respective employers. The Grey Report traces the development of legislative and administrative measures relating to agencies conducted for pecuniary gain, and points out some of the abuses against which such measures are directed—fraud, misrepresentation, exaction of exorbitant fees, participation in the traffic of women, and so on. The different forms taken by the various laws and regulations are analysed and compared, and an endeavour is made to define a number of points on which Governments might be consulted with a view to the second stage of the discussion, should the Conference decide at its next Session that it is desirable to proceed further in the matter, and to aim at agreement for the general winding up of the operations of all agencies of the kind in question.

Invalidity, Old-Age and Widows' and Orphans' Insurance.

The Grey Report on invalidity, old-age and widows' and orphans' insurance, which has already been mentioned in the *Monthly Summary*, contains a comparative analysis of existing legislation relating to this branch of social insurance. It describes some fifty various systems under which some tens of millions of workers are insured : compulsory or optional, comprehensive or restricted in scope, contributory or non-contributory in character, and it studies all the principal aspects of such insurance—its scope, the risks covered and benefits granted, the financial resources, the financial organisation, the administrative organisation, the procedure for the settlement of disputes, the position of foreigners and the provision for the maintenance of migrants' rights.

The report attempts to show up the problems which appear suitable for international regulation. It will be for the Conference to decide, on the basis of the information thus provided, if invalidity, old-age and widows' and orphans' insurance is to be entered for second discussion on the agenda of a later Session of the Conference, and to determine the points on which it is thought Governments should be consulted by questionnaire with a view to the possible adoption of a draft Convention or Recommendation.

Age of Admission of Children to Employment in Non-Industrial Occupations.

It will be recalled that last year, after a first discussion, the Conference decided to enter the subject on the agenda of its Sixteenth Session. At the same time it defined the points on which the Office should consult Governments by means of a questionnaire designed to elicit their views on various questions which were likely to come up for decision at the next Session of the Conference. This questionnaire was despatched to Governments last July, and the Blue Report recently issued is based on the replies received.

In the light of these replies the Office has prepared the text of the Draft Convention and a Draft Recommendation. The majority of Governments, it is explained in the Report, were in favour of embodying new international regulations on the subject in a Draft Convention, in order to put them on the same plane as those which already exist with regard to the minimum age for employment in industry, in agriculture, and at sea. At the same time the general desire seemed to be to confine the Draft Convention to the more important general aspects of the problem and to reserve detailed methods of application for a recommendation supplemental to the draft Convention.

The proposed draft Convention lays down a general minimum age of fourteen years for practically all employments not already covered by the three existing minimum age Conventions. Provision is made for a higher minimum where the school-leaving age is higher. It lays down the conditions in which children under fourteen, or who are still compelled to go to school, may be employed in light work outside school hours. It lays down the special exemptions which may be authorised and the safeguards to which they are subjected. It provides for a higher minimum age for certain occupations which may be dangerous to the life, health or morals of the child, and also for some forms of street trading. Finally, the rules laid down in the Draft Convention are in turn supplemented in the recommendation which is attached to it by rules indicating principles and methods which should be taken into account—for example, in determining what may be regarded as " light work " and " dangerous employments," or as to securing as uniform and effective observance of the Draft Convention as is possible.

The object in view, says the Report, is to accord the benefit of international regulation to children who are outside the scope of the international regulation contained in the three Conventions of 1919, 1920 and 1921. If the Conference succeeds in this task, the set of international safeguards in this field will be practically complete. That the Governments generally emphasise the importance of this task and are prepared to co-operate to bring it to a successful accomplishment is abundantly shown by the nature of the replies.

The Partial Revision of the Convention concerning the Protection against Accidents of Workers Employed in Loading or Unloading Ships.

The Convention concerning the protection against accidents of workers employed in loading or unloading ships was adopted by the International Labour Conference at its Twelfth Session in 1929. Since then the Governments of several important maritime countries pointed out that some of the technical provisions of the Convention are such as to prevent its ratification by them. At first it was thought that these difficulties might be overcome by an interpretation of the terms of the Convention, but the Governing Body, after mature consideration and on the strength of formal proposals submitted by the British and German Governments, came to the conclusion that it was desirable to consider the partial revision of the Convention. Accordingly the Office sent a letter to the Governments of all the States Members informing them of the decision taken by the Governing Body and communicating the text of the precise proposals made by the British and German Governments. It asked them at the same time for any information on any other points with regard to which a revision might be desired. The replies of sixteen Governments were before the Governing Body when, in January, 1932, it took the definite decision to enter this question on the agenda of the next Session of the Conference.

The Blue Report which will be submitted to the Conference contains the replies of the Governments. They relate to twenty different points. Most of them are only amendments of technical detail and do not affect the basic principle of the Convention. There is one exception to them, in the proposal of the Netherlands Government to exclude river vessels in inland navigation from the scope of the Convention.

Wherever the alterations proposed by a Government would affect the standard of protection laid down by the Convention, the Office in its Report proposes the maintenance of the present text.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS.

The Committee of Experts appointed to examine the reports which, in accordance with Article 408 of the Treaty of Versailles, States agree to make on the measures which they have taken to give effect to the provisions of International Labour Conventions which they have ratified, met at the International Labour Office on 29 February, 1932. Mr. F. Tschoffen (Belgium) was appointed Chairman, and Mr. Jules Gautier (France) Rapporteur.

In addition, the following were present: Mr. Erich (Finland), Sir Selwyn Fremantle (India), Mr. Gini (Italy), Mr. de Koszembar-Liskowski (Poland), Mr. McNair (Great Britain), Mr. Von Nostitz (Germany), Mr. Quadrat (Czechoslovakia), and Mr. Rappard (Switzerland).

The Committee noted the appreciable increase in the number of reports sent in by the Governments, 378 reports having been received this year, as against 336 in 1931. In the report which it had prepared for submission to the Governing Body the Committee also noted that the application of International Labour Conventions in the States Members was progressing favourably and that their provisions were being increasingly incorporated and consolidated in the national legislations of these States. Consequently international labour legislation is being more and more generally applied and is becoming, thanks to the co-operation of Governments, employers and workers, an integral part of the workers' inheritance in matters of social protection.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 29 February, 1932, the total number of ratifications of International Labour Conventions registered by the Secretary-General of the League of Nations and officially notified to the International Labour Office was 454.

At the same date, the number of Conventions of which the ratification had been authorised by the competent authority in the countries concerned, but which had not yet been registered by the Secretary-General of the League of Nations, was 54.

During the month of February, 1932, two new ratifications were registered.

Denmark ratified the Convention concerning forced or compulsory labour adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930).

The *Netherlands* ratified the Convention concerning unemployment adopted by the International Labour Conference at its First Session (Washington, 1919).

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THE REPORT OF THE DIRECTOR TO THE CONFERENCE.

The report which Mr. Albert Thomas has submitted to the Sixteenth Session of the International Labour Conference throws a strong light on the difficulties which the Organisation has had to meet in the course of the last year. The Director sets out fully and frankly the causes which have led to the slowing down in the progress of the ratification of Conventions, and the problems which have arisen with regard to the participation of the various States, and particularly overseas States, in the work of furthering social progress in the international field. It is an undoubted fact that several countries have shown to an increasing extent a tendency to withdraw into themselves and to become sceptical as to the utility of internationalism. The reasons for this need explaining. The Director ascribes this state of affairs mainly to the continued unfavourable economic conditions. The depression has been considerably aggravated during the year, and there has been a great increase in unemployment. This has reacted on social policy. Nevertheless, these repercussions do not appear to have been so serious as might have been feared. The principle of the legislative protection of the worker does not appear to have been materially affected. The Director concludes that, while the progress of social reform has been retarded and many hardships remain unremedied, the general structure of the social protection of the worker has not been shaken.

Referring in particular to the struggle against unemployment, Mr. Albert Thomas recalls the action taken by the International Labour Organisation during the last two years, refers to the action which it contemplates taking, and the tasks which it might undertake in the future. It was under the inspiration of the International Labour Office that progress has been made in unemployment insurance, in the redistribution or "rationing" of work, in placing in employment, in directing migration, and above all in stimulating Governments to set on foot extensive schemes of public works both on a national and an international scale.

Finally, the Director discusses the fundamental question of an economic reorganisation with a view to restoring the balance between production and consumption. He stresses the hold which the idea of economic planning through international co-operation has taken on public opinion, and seeks to define the position of the International Labour Organisation towards this question. It is its duty to indicate under what conditions and to what extent endeavours to promote a planned economy are necessary for the establishment of social justice, to assign their object and character to the steps that are taken in the direction of economic planning, and to draw attention to the urgent need for such step, for the realisation of its own programme, laid down in the Treaties of Peace, to which States have solemnly prescribed.

Action of this kind cannot, however, be carried to the fullest possible extent and the accredited representatives of social policy cannot, especially in a time of depression, exercise a decisive influence on the organisation of economic life unless their efforts are closely co-ordinated and directed towards a common objective. The problem of industrial relations : direct relations between employers and workers, works councils, national economic councils, etc., at once assumes in this connection a special significance.

* * *

It is impossible to give the gist of a report of nearly seventy pages full of facts and figures in a few sentences. All that can be done is to draw attention to certain extracts which appear to be of special interest to that important section of the public constituted by the readers of this *Monthly Summary.*

The Aggravation of the Economic Depression.

The Director's report gives some striking figures which serve as examples, showing the aggravation of the economic depression during 1931.

Unemployment.—Unemployment has increased all along the line during the year. At the end of December there were from twenty to twenty-five million totally unemployed, which, with their families, represent a total of some sixty to seventy million persons who are deprived of the means of existence arising from their own activity or of that of those on whom they are dependent.

Fall in Wholesale Prices.—In the United States, the index fell from 139 on the average during the first three-quarters of 1929 to 135 in December of the same year; 112 in December, 1930; 100 in June, 1931; and 95 in December. Thus bringing the wholesale price average considerably below the pre-war figure.

In Great Britain, the index number fell from 137, the average for the first three months in 1929, to 133 in December; 109 in December, 1930; 103 in June, 1931; and 99 in September; the December figure for 1931, namely, 106, being affected by the devalorisation of the pound. In France: March, 1929, 640; December, 1929, 576; December, 1930, 488; December, 1931, 404. At the last-mentioned date, therefore, wholesale prices in France, reduced to the basis of the pre-war gold franc, only represented about four-fifths of the 1913 prices.

Fall in International Trade.—For a group of forty-eight countries, the trade value of goods exported in 1929, 1930 and 1931 may be estimated at 149,600 million Swiss francs, 119,400 million and 85,900 million respectively. There was thus a diminution of 63,700 million in 1931 as compared with 1929, and 33,500 million as compared with 1930.

Fall in World Production.—From 1929 to 1930 and 1931, the world production of certain commodities fell to the following extent: Coal from 1,217 million metric tons in 1929 to 1,108 in 1930 and 971 in 1931. Iron and steel from 120 million metric tons in 1929, 94 in 1930 and 70 in 1931. Copper, 1,879,000 metric tons to 1,562,000 and to 1,340,000. Lead from 1,725,000 tons to 1,638,000 and 1,325,000. Petroleum from 1,484 million barrels to 1,410 million and to 1,360 million.

Fall in Incomes.—In the United States of America, the national income fell from $89,400 million in 1929 to $70,100 million in 1930 and $60,500 million in 1931, this last figure thus representing a fall of 13·7 per cent. in comparison with 1930 and 32·3 per cent. in comparison with 1929. In Germany, it is estimated that the national income, which was approximately 76,000 million RM. in 1929, fluctuated between 50,000 million and 60,000 million RM in 1931.

Fall in Industrial Profits.—As reflected in the fall of industrial shares from their peak value in 1929 and in some cases in 1927 or 1928 to their value in October, 1931, industrial profits fell by: Norway, 12·6 per cent.; Great Britain, 39·1 per cent.; Austria, 39·3 per cent.; Czechoslovakia, 42·1 per cent.; Finland, 44·6 per cent.; Hungary, 44·9 per cent.; Switzerland, 52 per cent.; Italy, 52·8 per cent.; France, 54·5 per cent.; Germany, 67 per cent.; Netherlands, 69·7 per cent.; Sweden, 70·7 per cent.; United States, 71·8 per cent.; Canada, 73 per cent. It is thus seen that in every field statistics point to the same conclusion, viz., that throughout last year there has been a considerable aggravation of the depression.

Social Policy and the Depression.

It may be asked whether this considerable aggravation of the depression has really led to a serious setback in the protection afforded to workers, as is sometimes alleged in the attacks which have been made against the principles of social protection itself. Disturbed by certain symptoms and by certain measures taken in the matter of social insurance or of collective agreements, the International Labour Office requested its National Correspondents to examine for their respective countries whether the principles of labour legislation had been substantially affected. It appears from their analysis that in most cases it cannot be said that there has been any retrogression. There certainly has been a tendency to cut down costs, and in some cases a check has been put temporarily on the carrying out of new projects. In social insurance, in particular, the depression has had serious repercussions on the daily operations of the insurance institutions. On the whole, however, the pillars of labour legislation have not been shaken.

So far as wages are concerned the statistics at present available show (with only one exception) a rise in real wages over the period of the depression. This exception, real weekly earnings in the United States of America, calls for special mention inasmuch as it illustrates the highly important difference between wage rates or earnings per hour and actual earnings over a longer period of time. The real *hourly* earnings show a marked upward trend (110 in 1929, 113 in 1930, 120 in December, 1931), but real weekly earnings show an even more marked decline (109 in 1929, 103 in 1920, 94 in December, 1931). The influence here of short time and similar factors tending to reduce actual earnings per week is evident, and it may be inferred with reasonable certainty that other countries would show a similar tendency towards the decline in real weekly earnings, were such statistical data available.

On the whole, however, the same impression is produced by a review of the trend of real wages as by the rapid survey previously given of the trend of social legislation in different countries during the depression. It would appear that, at any rate for workers who are in employment, the level of working and living conditions has not been profoundly affected. Later, when the unemployed return to their work, they will find comparatively little change or diminution in those equitable and humane conditions which have already been gradually established in accordance with the principles of the Treaty of Peace.

Unemployment Insurance.

Mr. Albert Thomas, in reviewing the efforts which the International Labour Organisation has made to mitigate the evil of unemployment, devotes a chapter of his Report to unemployment insurance. Since unemployment is an unfortunate reality, and since it has not yet been found possible to prevent it, something must at any rate be done to compensate the sufferers, by means of insurance benefits or unemployment relief in various forms. It is now generally recognised that those who are involuntarily unemployed have a right to a livelihood and that the community cannot leave them to their fate.

The Director of the International Labour Office recalls the fact that at the time of the negotiating of the Peace Treaty, a preference at any rate was expressed for unemployment insurance. A Recommendation of the Washington Conference in 1919 advocated the establishment of "an effective system of unemployment insurance," and under this impulse considerable progress has been made in this direction during the last twelve years.

The number of workers insured against unemployment, which was about 4 million in 1919, reached at the end of 1930 the figure of 38½ million, of which 35,600,000 were compulsorily insured and 2,910,000 voluntarily insured. In 1931, these figures rose to 35,800,000 compulsorily insured and 3,100,000 voluntarily insured persons. It is noteworthy that in Switzerland, where the insurance system established by Federal legislation is optional, but the Cantons and certain municipalities are empowered to establish compulsory systems, the number of Cantons in which there is compulsory insurance rose from nine to twelve.

Thus, in spite of the aggravation of the depression, unemployment insurance has lost none of its strength. If any justification of it were required, it would be found in what is happening in the United States of America. In that country there may be 8 to 10 million wholly unemployed. If families are included, there are perhaps some 20 million persons at present suffering from unemployment. But unemployment insurance does not exist in the United States except in the rudimentary state of private institutions established in certain undertakings. Nearly one-fifth of the population in the richest country in the world is now dependent on charity for a livelihood. How does this system of charity work in practice? Mr. Albert Thomas shows it up by drawing a striking picture of the misery which is now frequently to be seen in the United States, but which, thanks to the provision of unemployment insurance or relief, has practically disappeared from all other countries.

This state of affairs has led in recent months to many striking conversions to the idea of unemployment insurance taking place in the United States, the first important result being the passing in the State of Wisconsin of an Act for a compulsory system of compensation for unemployment through a reserve fund to which employers have to contribute.

This does not mean to say that the controversies on unemployment insurance have entirely ceased, even in Europe. Mr. Albert Thomas refers to the theory which regards unemployment insurance as a cause of permanent unemployment and to the discussions to which this gave rise. However, even if unemployment insurance were shown to have serious economic disadvantages, such disadvantages should be weighed against modern conceptions of social policy, the measures for the protection of the workers provided for in the Treaty, the principle that labour is not "a commodity or article of commerce," and the maintenance of political and social stability.

Placing in Employment and Migration.

The Director also refers to the work of the Organisation as regards placing in employment and migration. He refers to the fact that in former depressions the effects of unemployment were generally mitigated by migration. The present depression has, however, taken place simultaneously with a considerable decrease in the mass of migration movements, particularly oversea migration.

The yearly total of Spanish emigrants since 1926 has not reached 50,000 (as compared with an average of 98,000 in 1921–1924 and 166,000 in 1911–1915), while the figure for Italian emigrants has fallen regularly since 1927 and was less than 60,000 in 1930 (the average for 1921–1924 being 168,000, for 1911–1915, 312,000, and for 1906–1910, 402,000). In Australia, too, the yearly total of immigrants has only once exceeded the figure of 60,000 since 1926, and dropped to 18,000 in 1930 (as compared with an average of 95,000 in 1921–1924 and 125,000 in 1911–1915), while in the United States of America—a particularly striking example—the yearly average varied between 746,000 (1901–1905), 949,000 (1906–1910), and 805,000 (1911–1915), then fell to 426,000 (1921–1924), and kept on falling after that until in 1930 the figure was 150,000, and during the first eleven months of 1931 departures apparently even exceeded arrivals by 20,000. It is difficult to conceive the United States as a country of emigration, but such a turn in the strongest migration current of the last century symbolises one of the inherent difficulties of the present depression.

Reduction of Hours of Work.

The recent resolutions which the Governing Body has taken on the subject of the reduction of hours of work in relation to unemployment have naturally been referred to in the Director's Report. Mr. Albert Thomas notes the progress which has been made in this direction. Attention now centres on the proposal for a forty-hour week. This proposal will be scientifically investigated, and endeavours will be made to ascertain whether this system is a definite solution for rationalising production, increasing stability and protecting the workers against a recurrence of crises.

Pending the resolution of these investigations, however, the Director draws attention once again to the traditional action of the International Labour Organisation, which has now become more necessary than ever and which forms the sure foundation for a further advance in the regulation of hours of work. The Governing Body stated, as did the report of its Unemployment Committee, that in present circumstances it was more than ever desirable that the Conventions on hours of work and in particular the Washington Convention on the eight-hour day should be ratified, and that in any case, pending ratification, their principles should be, or continue to be, universally applied.

The Governing Body added that this Convention "constituted a solid framework for all the arrangements proposed." The Conference cannot do otherwise than associate itself with this resolution.

Public Works.

The work to be divided or redistributed among all the workers being at present inadequate, the question arises as to whether it is not possible for the community to create new possibilities of employment. This creation of employment has been the Office's great pre-occupation during the last few months.

In his report to the Conference last year, the Director had stressed the value of a systematic policy of reserving public works and Government orders for periods of unemployment, and holding them back or postponing them in periods of prosperity, which policy was recommended by the International Labour Conference at Washington in 1919. He had drawn attention to the psychological and economic effects of providing work for the unemployed instead of granting them benefit not by means of relief works but through productive undertakings conceived on normal lines. Reference was made to the good results of the action taken in this direction in the pre-war and post-war years, and attention was drawn to the importance which qualified economists attached to such measures as a positive remedy against industrial depression. In support of these views the resolution of the Governing Body of January, 1931, was cited, which mentioned "the possibility of Governments coming to an agreement with the appropriate organs of the League of Nations with a view to joint execution of extensive public works of an international character."

This was the starting point.

In this year's Report, Mr. Albert Thomas informs the Conference of what had been done and of the progress which has been made. He describes the slow progress of the ideas which had been expressed through the succession of Commissions, Committees, Sub-Committees, Conferences, Assemblies, and other bodies through which they had to go, an inevitable necessity of present international life. He points out how interesting some of the schemes which have seen the light during the last few months are from a general point of view: proposals submitted by the various Governments of Eastern and Central Europe for the equipment of the mainly agricultural countries which lies between industrial Europe and Russia, stretching from Finland to Greece, and their introduction into the system of economic exchanges with Western industrial Europe; the adoption of a single system of automatic coupling of trucks on all the Continental railways; the linking up of the main fluvial waterways; the construction of special toll roads for cars; the spreading of a high-power electric "grid" system over Europe; the proposals for development in Africa; a tunnel under the Straits of Gibraltar; a canal linking the Bay of Biscay with the Mediterranean, and so forth. It is certain that from this great movement of new ideas and proposals a bold and systematic policy of public works construction can be drawn.

An international programme of works of this nature will give employment to a certain number of unemployed. It would revive activity in different industries. It would act as a sort of "starter" in the process of recovery. It would also, especially for Europe, have the inherent virtue of being a means to international co-operation.

And yet, even if action should be concentrated on the primary task of getting out of the depression, there are many other directions in which action is just as necessary, and perhaps more important—measures for ending the disorganisation in the international monetary situation; for remedying shortage of gold; a large scale of credit policy; settlement of debts and reparation and removal of the obstacles to international trade. The difficulties in the way of carrying out many of these proposals are such that, all things considered, a policy of public works could probably be started with greater ease and more chances of success and would perhaps be for a time, if it were energetically followed up, likely to open up a new era of action and decision.

Economic Planning.

Mr. Albert Thomas found that in every part of his Report, whether he was dealing with wages, with unemployment insurance or with the financing of public works, he was always up against the same problem—that of an economic organisation adapted to meet present needs. The close connection between social and economic questions has perhaps never been so clear as at present. Never has the International Labour Organisation been so urgently impelled by the logical development of its own work to concern itself with economic or financial measures. Some may welcome this. Others may regret it. It is a fact.

Clearly, the International Labour Organisation has not forgotten the distribution of functions laid down by the Treaty of Peace as between the different institutions of the League of Nations. It has not at its command the levers which would set political or economic activity moving in certain definite directions. It is not part of its duties to convene meetings of Governments for the requisite discussions or agreements. On the other hand, if it is a fact that "social justice" cannot be established in practice at a definite level except on the basis of certain economic conditions, then the International Labour Office cannot help but concern itself with alternations of prosperity and depression in the general economic system, and make endeavours to ascertain what action the Governments or the international institutions can take to prevent such crises. In these matters, the International Labour Office is in the position of a plaintiff. It is its duty to carry out certain definitely specified reforms and to remov "injustice, hardship and privation." It is in direct touch with those on whom such burdens fall. It hears and sets forth their grievances and those of their demands which are sanctioned and endorsed by the Labour Charter of 1919. Owing to its very position, the International Labour Organisation is bound to welcome initiative and to encourage attempts at economic action which is likely to promote social progress. On more than one occasion, the Conference has already, in the discussions which it has held on the Director's Report, helped in providing general guidance for research work and action. To give only one example, it was the International Labour Conference in 1921 which first put forward the idea of an Economic Conference.

This year, however, the economic depression has become so terrible acute that the problem of the relation between economic and social reform has to be faced afresh in a particularly definite and urgent form.

The question is whether there exist ineluctable economic laws as rigid as the laws of nature, before which social claims, the conceptions of justice, and aspirations towards a higher standard of life and culture must necessarily bow. Is economic life a great automatic machine which any attempt at interference with it throws out of gear ? Or, on the other hand, having regard to the natural and technical resources at their disposal, can human communities take rationally calculated measures to establish equilibrium between production and consumption ?

Mr. Albert Thomas raises the question as to whether these recent developments do not foreshadow the possibility of developing and regulating productive capacity, so as to respond better to the aspirations of the modern social conscience in its search for justice. He referred to a number of declarations, manifestations and appeals which all bore witness to a sort of revolt of the conscience of mankind against the disorganisation of world economy and the evils which this has caused.

This movement, based on sentimental considerations, has been strengthened by the sight of extreme poverty side by side with superabundance of wealth, the paradox of miraculous progress of technical invention side by side with the privations of the masses.

The International Labour Conference cannot be indifferent to this trend of opinion.

In the first place, the fact must be recorded and emphasised that this idea of an organised or planned economy has imposed itself on the attention of public opinion during the present depression, and has spread very rapidly. The idea, indeed, is not a new one ; it has a long history behind it. The Director of the International Labour Office sketches in rough outline the history of the struggles which took place in the nineteenth century and of the first attempts which were made before or after the war. He mentions the various types of planned economy which he finds seem to centre round two poles, the centralised type and the free type. In any case a planned economy is necessarily a slow development. All the same, the question remains whether during the present depression, when millions of men are living in poverty and hardship, while the confidence of liberal economists in the natural return of prosperity is, to say the least of it, slow in justifying itself, some steps cannot be taken at once in the desired direction. Would it not be possible to select some form of action which might initiate systematic efforts to overcome the depression and set the whole economic system in motion again according to a systematic plan ?

This is the constant pre-occupation of the International Labour Office. Mr. Albert Thomas ventures to suggest in what directions he considers some action should be proposed. In his opinion it is the financial and monetary problem which is the dominating feature of the whole situation. All the most ardent advocates of planned economy are now turning towards stabilisation of prices, towards credit controlled policy, towards the idea of monetary reorganisation and the guidance of the economic system by financial action.

" It is not for the Office to propose solutions in this matter. It is, however, its duty never to let it be forgotten that there are more than twenty million unemployed. and to issue repeated reminders that the economic depression from which they are suffering is due to the insufficient purchasing power of the masses of the population, and that such insufficiency is, in present circumstances at least, dependent on general financial and monetary conditions. All the attempts which the International Labour Organisation can make to improve the situation, even the boldest schemes of public works, must also depend on general credit and monetary conditions."

There is no lack of suggestions for the technical control of the monetary system. It is to be hoped that the ardent appeals of the International Labour Organisation may induce those concerned to select one of them.

Conclusions.

In concluding his Report, Mr. Albert Thomas expresses the belief that social policy has, so to speak, won its case, and that the structure of protective labour legislation remains unshaken, even if further progress is slow and certain institutions have felt the effects of the storm. There is also no question that there are no insuperable natural laws which stand in the way of aspirations towards social justice.

The International Labour Office feels that it has done what it could to carry out the duties laid down for it by the Treaty of Peace. It has successfully defended the right of the unemployed to unemployment benefit. It has done much to create a current of opinion in favour of a policy of public works, and it has shown the urgent need for economic measures without which the depression cannot be overcome and social policy further advanced.

If there is any one measure which the Director considers more urgent than any other, and without which the financing of public works and the removal of hindrances to trade and the revival of production cannot be effected, it is the restoration of a stable international monetary system. This is the first measure towards a planned economy.

It lies outside the competence of the International Labour Organisation, but it is its duty to make an urgent appeal that attention should be given to it with a view to remedying the depression.

Another conclusion to be drawn from the present Report is that there is a need for fuller and more constant collaboration between all the factors in production, if it is desired to induce Governments or other competent authorities to accept and give effect as soon as possible to the measures which are necessary for the well-being and dignity of the workers.

In attempting to promote progress along these lines, certain obstacles have to be faced. The first is that all social, financial, commercial and political problems are closely bound up one with another, and that it is difficult to make a beginning in this or that direction without causing various complications and repercussions.

Another and perhaps still greater obstacle is the universal sense of mistrust which has been the outcome of the depression. It is this that holds the nations apart from one another, and stands in the way of the fundamental solidarity which is needed for any attempt to reorganise the international economic system. The sense of mutual insecurity and contradictory and unreasoning anxieties which distract most of the nations of the world has often been described. Only too often such feelings of complete uncertainty and apprehension have been referred to as arguments even against the ratification of international labour Conventions.

It will readily be imagined that it is still more difficult, with the world in such a state, to obtain agreement for organising real co-operation and joint economic action. Everyone unreservedly recognises that this is necessary, and all parties declare that they wish for it. Everyone says that the evils from which the world is suffering cannot be remedied except by international solutions. And yet, there is such a state of general panic that a policy of economic armaments is being adopted on all sides, on top of the policy of military armaments. One country after another is trying to manufacture and produce all it can so that it need not be dependent on anyone else in case of a conflict. Each is endeavouring to develop or maintain its artificial industries or forms of cultivation by a hedge of protective tariffs and import prohibitions, which still further increase mutual mistrust.

The world is also suffering, as has been pointed out by Professor Nicholas Murray Butler, from the lack of competent, constructive and courageous leadership. Even the most farsighted seem afraid to take risks. Public opinion does not realise that it depends on the decisions which are now taken whether a new impulse is to be given to civilisation or whether the world is to move forward to a gloomier future in which many of the acquisitions of mankind will be destroyed and will disappear.

What is needed for carrying out the work of peace and justice of which glimpses were seen at the end of the war ? Mr. Albert Thomas replies : " Simply faith and determination."

" In the meetings held at Geneva, both in connection with the Organisation and elsewhere, many speakers have quoted the saying of William the Silent : ' It is not necessary to hope in order to undertake, or to succeed in order to persevere.' But that saying has no meaning and no virtue for guidance unless those who use it have a faith equal to that of William the Silent and an equally strong determination to serve that faith.

" Yet surely current events themselves may suggest to men inspired by faith that they are entitled to hope, and that they have a chance of succeeding.

" The Sixteenth Session of the Conference will be taking place at the same time as the Conference for the Limitation and Reduction of Armaments. Surely some encouragement can be derived simply from what happened at the opening of that Conference. It had been said that it would not take place. The Council of the League of Nations had more or less been told that it ought to adjourn it. It had been foretold that almost as soon as it had opened it would have to break up. Nevertheless, it opened on the day which had been fixed. It is true that it has revealed attitudes so strongly opposed that they might be thought irreconcilable, and yet a feeling is growing up that it will achieve results.

" The International Labour Conference, conscious as it is of the close connection between all efforts which are made to organise peace, can hardly help but follow the work of the Disarmament Conference with absorbing attention and interest.

" This will certainly not be because of any idea that, as some have said, limitation of armaments will increase unemployment by throwing out of work the men employed in munition factories. That objection can easily be answered. The rate at which armaments will be reduced will, unfortunately, probably be quite slow enough to allow all the necessary adjustments to be made. Moreover, even when the manufacture of munitions was suddenly stopped in 1919, the war industries found little difficulty in adapting themselves to the manufacture of other goods. A scheme of transformation could be established without difficulty, especially at a time when attempts are being made to develop a policy of public works and national equipment.

" If, however, the Disarmament Conference brings about a substantial limitation, it will at the same time reduce the appalling annual expenditure of 25,000 million Swiss francs which at present burdens the taxpayers of the world. This would mean a lightening of the fiscal charges which weigh so heavily on industrial undertakings. It would mean the return of thousands of men to productive work and an increase in their consumption. It would make it possible to give more money to social expenditure and what may be called the budget of civilisation. One writer, in a certain spirit of hostile irony, has said that the International Labour Office was already prepared to suggest ways in which States could use the credits set free from war budgets. The Governing Body has, of course, not yet instructed the Office to make an inquiry of this kind ! Yet would it really be so absurd ? Would it really be incompatible with the search for humane conditions of life and labour, better standards of living and a higher degree of civilisation which are promised by the Labour Charter ?

" The International Labour Conference thus looks to the Disarmament Conference for effective help towards the solution of the economic depression. It may be hoped that the Conference will in its turn, by reaffirming its lofty ideal of justice and humanity, and by providing a proof that some co-operation has already been established between the nations, give the Disarmament Conference encouragement and effective assistance."

DEATH OF Mr. SOKAL.

The International Labour Organisation has recently suffered a further loss. Mr. François Sokal, representative of the Polish Government on the Governing Body, died at Berne on 31 March after an illness which had prevented him for some time past from taking part in the work of the Governing Body.

Like the late Chairman, Mr. Fontaine, and the late Mgr. Nolens, Mr. Sokal was one of the founders of the International Labour Organisation. As representative of the Polish Government, he was a member of the Peace Conference Commission on International Labour Legislation. First as an engineer, then as a factory inspector, and finally as Director of Labour in the recently created Polish Ministry of Labour and Social Welfare, he had acquired a profound knowledge of social problems. He had taken part in the work of the International Labour Organisation since its establishment. He was Polish Government Delegate to the Washington Conference and represented his country at the first session of the Governing Body of the International Labour Office, Poland having been elected to the Governing Body.

Since that date Mr. Sokal had been closely associated with the development of the Organisation. He represented the Polish Government at every Session of the International Labour Conference and occupied without interruption the seat on the Governing Body to which his Government was successively re-elected. In London when the Office was first set up, and in Geneva subsequently, he followed its work with an attention and an unfailing sympathy which amounted almost to affection. Even during the period when his high qualifications led to his being appointed Minister of Labour in Poland, he never ceased to display the same enlightened interest in the work of the Organisation. Logical and tenacious by disposition, he invariably devoted himself with calm perseverance to the solution of the problems in which he was particularly interested, and his work was marked by qualities of vigour and persistence both in the Conference and the Governing Body and on the various Committees of which he was a member.

After having presided over several of these Committees, in particular the Committee on Hours of Work which endeavoured to promote the ratification of the Washington Hours Convention, he became in 1931 President of the International Labour Conference.

Side by side with his work in the social sphere, Mr. Sokal had acquired in the political sphere considerable authority in League circles, where he was also the permanent representative of his Government. It is not for the Office to recall in detail this part of his work. It often provided him with fresh opportunities of assisting the International Labour Organisation. He did not fail to take advantage of those opportunities, in particular in 1930 when he presided over the Committee set up to study the reorganisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice.

Since the re-establishment of Poland and the creation of the Office, Mr. Sokal had served as a link between Poland and the Organisation, to both of which his death is a serious loss. In Mr. Sokal the cause of social progress loses one of its best advocates.

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Monthly Summary of the
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1932. No. 4 April

ALBERT THOMAS.

The International Labour Office mourns an irreparable loss: Albert Thomas is dead. The man who created the Office, gave it life, and stamped it with his impress, has gone, snatched suddenly away from the work to which for more than twelve years he had devoted every moment of his life and all the energy of his great heart and soul.

When, at the end of 1919, Albert Thomas became Director of the International Labour Office he could already look back, though only in his forty-second year, on a remarkably extensive career. Born at Champigny-sur-Marne on 16 June, 1878, the son and the grandson of a baker, Albert Thomas distinguished himself as a youth at the Lycée Michelet; in 1898 he entered the Ecole Normale Supérieure, where he studied history, and won a travelling scholarship which enabled him to visit Russia; other educational distinctions followed, including brilliant degrees in literature and history at the University of Paris and scholarships which permitted him to spend some time in Germany and later to visit Crete, Asia Minor and Constantinople. On his return to France, he devoted himself for a time to teaching.

During these early years Albert Thomas published a number of writings. He found in Russia the material for his first monograph "La Russie, race colonisatrice." In 1901 he issued a memorandum on "Les idées populaires de réforme sociale qui se font jour de 1832 à 1834." After his visit to Germany, in 1902, he published "Le syndicalisme allemand." Later, he wrote (among other works) the volume of "L'Histoire socialiste" which covered the period of the Second Empire, and in 1913 "L'Histoire anecdotique du travail," which has recently appeared in a new and completed edition.

From 1904 onward, journalism and political life claimed him increasingly. In that year he was appointed by Jaurès to the editorial staff of "L'Humanité," and at the same time was elected a municipal councillor for Champigny, his birthplace, where he won his way eight years afterwards to the mayoral chair. He wrote for "L'Information" and the "Revue socialiste," founded the "Revue syndicaliste," and subsequently launched "L'Information ouvrière et sociale."

In 1910 he was elected member of the Chamber of Deputies for one of the constituencies of the Department of the Seine, and in 1914 he was re-elected. During this period he took part in many important debates on financial, economic, military and political affairs. In his first session as a Deputy, he was entrusted by Jaurès with the duty of expounding the programme of the Socialist Party in the new Chamber. He became a member of the public works, railways, and finance committees of the Chamber, and took an active share in the shaping of legislative measures, notably those relating to mines, workers' and peasants' pensions, and pensions for miners.

When the War broke out, Albert Thomas had achieved an outstanding position among French parliamentarians. For a few weeks he served in a territorial regiment, to which he had been called. Then he was summoned to Paris, and placed in control of the railway services, acting as a link between the General Staff and the Ministry of Public Works. In October, 1914, the Government gave him the task of organising factories with a view to the intensive production of munitions. In May, 1915, he was appointed Under-Secretary of State for Artillery and Munitions, and at the end of the following year he became Minister of Munitions in the second Briand Cabinet, a post which he continued to fill in the Ribot Cabinet. In 1916, also, he accompanied Viviani on a visit to Russia, for the purpose of ensuring closer co-operation between that country and France. He went to Russia again the next year, as Minister and Ambassador, and collaborated with the provisional government under Kerensky.

In accepting these successive official positions, Albert Thomas carried with him the approval of his party. He also acted in agreement with his party when, in September, 1917, he declined to enter the Painlevé Government, whose composition and policy he could not endorse. About that time he embarked on an ardent campaign, both in political circles and in the country, in favour of a lasting peace, firmly safeguarded by the establishment of a League of Nations.

He had just been elected Deputy for the Tarn, the seat left vacant by the assassination of Jaurès, when, in November, 1919, during the First Session of the International Labour Conference (which was held in Washington and at which he was not present), the Governing Body of the International Labour Office chose him to be the first Director.

From that moment, Albert Thomas gave himself up entirely to his new work. To describe his life since that date would be to tell the history of the Organisation itself. In a few years he created, out of a little group of officials housed in a private residence in London in 1920, an institution which reaches into all the world, with a staff of some 400 persons and with a building of its own, built for it, in Geneva. He found or trained the specialists it required, co-ordinated their researches, and gave to their studies that special character which make the Office a unique source of universal information on labour matters.

In the Conference, where he filled the part of General Secretary, he proved an untiring source of energy, ever alert, guiding the detailed deliberations of the committees towards fruitful decisions and bringing the plenary meetings to grips with the dominant problems of the day. He traced the lines for the main discussion by his Report, and he closed the discussion with a speech which formed a landmark in the progress of each Session. With a masterly clarity he would review the main problems which confronted the Organisation, weigh the results already accomplished, follow and map out the currents of thought revealed in the debates, and point the way to fresh fields awaiting conquest. It is impossible to express in words the irresistible charm of his eloquence, his wonderful persuasive power, the magnetic force of his passionate enthusiasm. The speech he made barely three weeks ago on the economic crisis and unemployment still vibrates in the minds of all who heard him.

Under his leadership, the Conference has adopted many Conventions and Recommendations. More than 450 ratifications have been registered. Few people know by what patient and laborious effort this harvest has been reaped. Long ago Albert Thomas realised that, in order to persuade men, it is necessary to know them. He visited all the countries of Europe; he went to North America and South America, China and Japan. In all these countries he cemented personal friendships with the men at the head of affairs, seeking to demonstrate to them why they should give their support to the Organisation and take a part in its work. By his travels, by the knowledge he acquired of the world and of men, and by the knowledge he imparted wherever he went, he came to be not only one of the greatest authorities on international life but one whose reputation as an authority was most widely and firmly established.

We offer our profound and respectful sympathy to the bereaved family of our beloved leader. May they find some consolation in the thought that the work to which he devoted his life and with which history will ever associate his name will not perish.

The Funeral.

The funeral took place in his native village, Champigny-sur-Marne (Seine), on 11 May, 1932, in the presence of an impressive assembly of many thousands of people from all walks of life.

Forty Governments were officially represented. Large delegations from the Council and the Secretariat of the League of Nations were there together with members of the Governing Body and officials of the International Labour Office, many of whom had come to bid a last farewell to their revered chief. Many eminent representatives of political, scientific and industrial circles were also to be found among the immense throng of militant trade unionists, socialists co-operators, and the whole population of Champigny mourning its most distinguished son.

At the town hall square, where the ceremony took place, speeches were delivered by Mr. Ernest Mahaim, on behalf of the Governing Body of the International Labour Office; Mr. Pierre Laval, on behalf of the French Government; Mr. Oersted, on behalf of the Employers' Group of the Governing Body of the International Labour Office and the International Organisation of Industrial Employers; Mr. Léon Jouhaux, on behalf of the Workers' Group of the Governing Body, the International Federation of Trade Unions and the French General Confederation of Labour; Mr. H. B. Butler, Deputy-Director of the International Labour Office, on behalf of the staff; Mr. Tait, on behalf of the Staff Union of the International Labour Office; Mr. Matos, on behalf of the Council of the League of Nations; Mr. Renaudel, on behalf of the Labour and Socialist International and its French section; Mr. Victor Schiff, on behalf of the German Social-Democratic Party; Mr. Poisson, on behalf of the International Co-operative Alliance and the French National Federation of Consumers' Co-operative Societies; and Mr. Courel, the Mayor, on behalf of the town of Champigny.

Memorial Services.

A memorial ceremony was held simultaneously at the International Labour Office in Geneva.

In London, an official Memorial Service was held at Christ Church, Westminster, at the same time as the funeral at Champigny. An Address was given by the Rev. P. T. R. Kirk, and the Lesson was read by the Rt. Hon. Sir Henry Betterton, Minister of Labour.

⁂ It had been intended in this issue to give a summary of the proceedings of the Sixteenth Session of the International Labour Conferences. This will appear in the next issue.

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Monthly Summary of the

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1932. No. 5 MAY

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THE SIXTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Sixteenth Session of the International Labour Conference was held in Geneva from 12 to 30 April. Forty-nine of the fifty-six States which are Members of the Organisation sent representatives. Mexico was represented for the first time as a State Member. Argentina and Brazil, although not members of the League of Nations, sent complete delegations to the Conference. Observers were present from Egypt and Turkey, although these countries do not belong to the Organisation.

The Conference elected as its President Senator G. D. Robertson, former Minister of Labour of Canada, and as Vice-Presidents Mr. Hammarskjöld (Swedish Government delegate), Mr. Schmidt (Austrian Employers' delegate), and Mr. Kupers (Netherlands Workers' delegate).

On all the points dealt with by the Conference positive decisions were reached.

A new Convention was adopted concerning the protection of young persons, which supplements the Conventions of 1919, 1920 and 1921 on the same subject, and extends the prohibition of the employment of children under fourteen years of age to practically all classes of work. So far this rule of the minimum age of fourteen applied only to industrial, maritime and agricultural work; it now covers all the other types of occupations described generically as " non-industrial occupations."

The Conference, by large majorities and sometimes unanimously, took the preliminary decisions necessary for the adoption next year of Conventions concerning the abolition of fee-charging employment agencies and international regulations on invalidity, old-age and widows' and orphans' insurance.

There was complete agreement among the Groups in favour of the revision of the 1929 Convention concerning the protection against accidents of workers employed in loading and unloading ships. The changes made refer to certain technical points, and will make ratification easier for the various States without in any way diminishing the safeguards granted by the Convention to the workers.

There was a long discussion on the Report of the Director, which dealt this year chiefly with the world depression, its social consequences, and the remedies which might be found in the direction of economic planning. The Director, in his reply to this debate—which was, alas, his last important speech—drew the conclusions from this interesting discussion.

He pointed out that the Organisation had not, as had been suggested, reached a crisis. A study of the constant collaboration of the States Members in the work of the Conference and a consideration of ratifications and the growth of social legislation in various countries, notwithstanding present difficulties, all went to prove that the vitality of the Organisation was as great as ever. It was true that the delegates at the Conference had expressed a certain apprehension and anxiety, but that was due not to any faltering in the work of the Organisation, but to the generally depressed condition of the world in which it had to pursue its task. Every effort at social reform was impeded by the necessity for taking account of economic possibilities in the present world depression. It was impossible to improve the working and living conditions of the masses without a return to economic stability. But the International Labour Organisation had no means of restoring order in the economic world, for it did not hold the controls. The Organisation was therefore obliged to appeal to the responsible Governments and to the competent international institutions urging them to take without delay the necessary decisions for restoring that political, financial, monetary and economic stability which was necessary if the International Labour Organisation was to continue its work for the establishment of social justice.

It was in this spirit that the Conference adopted certain resolutions exhorting the League of Nations and the various Governments to come to an early decision as to the immediate application of measures to restore economic prosperity, and thus render possible the development of the work of social justice prescribed in the Treaty of Peace.

A summary of the decisions taken on the various points on the Agenda is given below.

THE AGE OF ADMISSION OF CHILDREN TO NON-INDUSTRIAL EMPLOYMENT.

The question of the age of admission of children to non-industrial occupations was submitted to the Conference in 1931 for a first discussion. This year the Conference had to take its final decision. After lengthy discussions in the Committee and in the plenary sitting, it adopted a Draft Convention by 89 votes to 1 on the final vote, and then adopted a Recommendation.

The Draft Convention applies to every type of employment which has not already been dealt with by the Conventions of 1919, 1920 and 1921 concerning the age of admission to employment in industry, maritime work and agriculture. That means that the international legislation for the protection of children will now cover all occupations, such as those in trade, shops, offices, hospitals, asylums, clinics, hotels, cafés, restaurants, places of amusement, itinerant trading, etc., which were so far exempt from the provisions concerning the minimum age.

Children under fourteen years of age or children over fourteen years who are still required to attend primary school may not now be employed in any occupation of this kind, so that the international legislation on the subject is now complete.

The new Convention naturally takes account of the very varied conditions in the numerous occupations to which it applies. It excludes from its scope sea fishing and work done in technical and professional schools, provided that such work is essentially of an educative character, is not intended for commercial profit and is restricted, approved and supervised by public authority.

The competent authorities in every country will have the right to exclude from the scope of the Convention work in family undertakings and private domestic service in the family.

It is prescribed that in exceptional cases children of twelve years of age may, outside the hours of school attendance, be employed on "light work," provided that such work is not harmful to their health or normal development, that it does not prejudice their attendance at school or their capacity to benefit from the instruction there given, and that it does not exceed two hours a day on either school days or holidays. The total number of hours spent at school and on light work must in no case exceed seven per day.

Even light work will be prohibited on Sundays and legal public holidays and between 8 p.m. and 8 a.m.

After the principal organisations of employers and workers concerned have been consulted, the national laws may specify what forms of employment are to be considered "light work," and may prescribe the preliminary conditions to be complied with as safeguards before children may be employed in such occupations.

The national laws must fix a higher minimum age than fourteen for the admission of young persons to any employment which, by its nature or in view of the conditions under which it is carried out, is dangerous to their life, health or morality.

In the interests of art, science or education, national laws may grant permits in individual cases allowing children to appear on the stage or to take part as actors or supernumeraries in the making of cinematographic films. No such exception may be allowed in the case of dangerous employment, particularly in circuses, variety shows or cabarets. Strict safeguards must be prescribed for the health, physical development and morals of the children, and for ensuring adequate rest and the continuation of their instruction. Children who are granted individual permits in such cases may not be employed after midnight.

The national laws must prescribe systems of supervision and penalties so as to ensure the effective application of all the provisions of the Convention.

The annual reports which States must supply under Article 408 of the Treaty of Peace must contain full information on the measures taken to give effect to the provisions of the Convention.

As a temporary measure, the Convention prescribes special conditions for India.

The Recommendation adopted by the Conference deals with certain details of practical application which were not suitable for inclusion in the Convention itself.

THE ABOLITION OF FEE-CHARGING EMPLOYMENT AGENCIES.

The question of the abolition of fee-charging employment agencies was being discussed for the first time in accordance with the usual procedure of the Conference. Consequently the Conference was not called upon to adopt the text of a Convention or a Recommendation, which will be done next year. It had merely to draw up a list of points on which the International Labour Office will prepare a questionnaire for the consultation of Governments as to the provisions which they consider might be adopted at the next Session.

The first point decided by the Conference was that Governments should be consulted as to the form of the future international regulations for the abolition of fee-charging employment agencies. Since a Recommendation on this subject was adopted by the Conference in 1919, the adoption of a further Recommendation would not add much to the existing legislation on the subject. The Conference therefore decided to consult Governments as to the desirability of adopting a Draft Convention in 1933. It considered, however, that this Draft Convention might be supplemented by a new Recommendation on certain points of detail.

The second point which had to be mentioned in the questionnaire was the definition of "fee-charging employment agencies." Should the definition include employment agencies maintained by private institutions which, though not conducted on commercial lines, charge fees for their services? Should it be confined to employment agencies or persons carrying on placing business for gain? Should it exclude commercial employment agencies charging fees to employers only? If the proposed international regulations do not provide for the abolition of these latter categories, should provision be made for the supervision of these institutions and, if so, what provision?

The third point was the scope of the proposed regulations. Should the prohibition of finding employment for a fee apply only to certain specified occupations, or should it be general, with exceptions for certain specified occupations?

The fourth point was what measures should be considered for the adjustment of public employment services to meet the requirements of the occupations to be chiefly affected by the abolition of fee-charging agencies.

The fifth and sixth points dealt with the time limit to be fixed for the abolition of fee-charging employment agencies and the measures for the period of transition preceding effective abolition.

According to the seventh and last point, Governments will be asked whether in their opinion the future international regulations should make it compulsory for States to include penalties in their national legislation on this subject.

These points were adopted by the Conference by 75 votes without opposition. It then decided by 88 votes without opposition to place the question of the abolition of fee-charging employment agencies on the Agenda of the 1933 Session for a second discussion.

INVALIDITY, OLD-AGE AND WIDOWS' AND ORPHANS' INSURANCE.

By 96 votes without opposition the Conference adopted the report of the Committee which it had appointed to study the question of invalidity, old-age and widows' and orphans' insurance.

This report opens with the statement of a certain number of principles. Workers who, in consequence of premature invalidity and old age, are no longer able to earn their living have, as against the community, a right to better protection than that which can be given through public assistance. The organisation of such better protection by appropriate methods is a difficult task. But it is one of the principal tasks for every community which is established on the moral foundation of social justice. Many countries have met the problem by introducing social insurance. They have organised mutual aid by the workers themselves in case of invalidity and old age, and have completed schemes of invalidity and old-age insurance by the addition of insurance for widows and orphans. The forms and the limits of insurance schemes vary according to the conditions of the different countries, but the essential idea is everywhere the same; arrangements must be made for the parties concerned to bear as a group the risks of old age, invalidity and death; they contribute to the funds of the scheme. The insured persons obtain a genuine right to benefits. The management of the scheme is entrusted to the parties concerned, under the supervision of the public authorities. By means of self-government it is possible to carry out tasks which the State by itself could not undertake on the same scale.

These principles were accepted by the Conference when it adopted the report of its Committee. The Committee further pointed out that the question of invalidity, old-age and widows' and orphans' insurance, like that of the abolition of fee-charging employment agencies, was being discussed for the first time by the Conference, and the only decision to be taken was whether the subject was suitable for international regulation and, if so, on what points the International Labour Office should consult Governments.

In accordance with the conclusions of the Committee, the Conference decided that invalidity, old-age and widows' and orphans' insurance could be made the subject of Draft Conventions for employed persons in general, and that Governments should be consulted as to the desirability of establishing special Draft Conventions for agricultural workers. It decided that the questionnaire to be drawn up by the Office should deal with the various points which had to be considered in preparing schemes of invalidity, old-age and widows' and orphans' insurance.

With regard to the scope of the insurance, the first question which Governments will be asked is whether insurance should be compulsory for every person whose normal occupation is employment. The conclusions adopted raise the question of the application of the principle in particular to manual and non-manual workers, including apprentices employed by industrial, commercial, transport, mining, agricultural and forestry undertakings and in the liberal professions, as well as to outworkers and domestic servants.

Governments will also be consulted as to the possible exceptions, in particular in the case of employed persons whose remuneration exceeds a prescribed limit, temporary workers whose total employment is of short duration, young workers under a prescribed age, workers too old to enter insurance when they become employed persons, and members of the employer's family who are not bound by a contract of service.

Questions will also be asked as to the extension of compulsory insurance to persons working on their own account, and the situation of persons formerly compulsorily insured.

The questionnaire will then deal with a great number of technical problems affecting old-age pensions, invalidity pensions, widows' and orphans' pensions, benefits in kind, financial resources, administrative organisation, the settlement of disputes and the position of foreigners. The question of the effect of residence abroad on the right to a pension, and the problem of the maintenance of migrants' pensions rights in course of acquisition are also dealt with in an extensive list of points on which Governments will be consulted.

On the proposal of the Governments of Denmark, Norway, Estonia, Finland and Sweden, the Conference decided in plenary sitting to consult the Governments on the possibility of introducing non-contributory pension systems in the future international regulation, and authorised the Office to draft a series of questions analogous to those relating to invalidity, old-age, and widows' and orphans' insurance, in so far as the latter questions are capable of application to non-contributory systems.

The Conference decided by 108 votes to 2 to place the question of invalidity, old-age and widows' and orphan's insurance on the Agenda of the 1933 Session for a second discussion.

THE PARTIAL REVISION OF THE CONVENTION CONCERNING THE PROTECTION AGAINST ACCIDENTS OF WORKERS EMPLOYED IN LOADING OR UNLOADING SHIPS.

A certain number of Governments had submitted proposals to the Conference for amendments to a number of Articles of the 1929 Convention concerning the protection of dock workers against the numerous accidents to which they are exposed in their occupation.

The majority of these proposals referred solely to technical points, such as the dimensions of spaces and of the fencing of approaches to quays and vessels, ladders giving access between deck and hold, access ladders in the holds of vessels which are not decked, hold hatchways, hatch coverings, the annealing of chains and similar gear, brakes on cranes and winches, etc.

Only two of the proposed amendments raised questions of principle : the amendment suggested by the Belgian Government for introducing a reciprocity clause in the Convention and the amendment suggested by the Netherlands Government to the effect that the Convention should not apply to ships engaged in inland navigation. On this latter point, which affected the whole scope of the Convention, the Conference accepted the suggestion of the International Labour Office to maintain the text of the Convention of 1929.

With regard to the question of reciprocity, the Conference decided to add a new article to the Convention, according to which every State Member undertakes to enter into arrangements with the other Members who have ratified the Convention as regards mutual recognition of the arrangements made in their respective countries for the testing, examining and annealing of gear and of certificates and records relating thereto.

A Recommendation and a Resolution accompanied this additional article to define its scope and suggest methods of application.

The Conference accepted seven of the purely technical amendments, none of which affects the principle of the Convention. They all aim at greater precision in detail which will facilitate ratification of the Convention by the various States without in any way decreasing the protection granted to dock workers against accidents.

The Conference adopted these amendments by 88 votes without opposition. In accordance with the procedure for the revision of Conventions, these texts were then incorporated in the Convention of 1929, which was adopted as amended by 109 votes without opposition when the final vote was taken.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS.

The Conference adopted the Report of what is known as the Committee on Article 408. This Committee, it will be remembered, has been so styled because its duty is to examine the annual reports which States must submit to the Office in accordance with Article 408 of the Treaty of Versailles on the measures taken by them to give effect to the International Labour Conventions which they have ratified.

As was pointed out by the Committee in its report, this system of Conventions represents an entirely new development of international law, and the application of the system is from the practical point of view one of the most important tasks of the Conference.

" Experience has shown," the report says, " that we can count upon an increasingly accepted ideal of co-operative social justice, and that States, in a spirit of collaboration which cannot be too highly praised, have been willing to interpret in a generous spirit the juridical obligations of Article 408. We therefore regarded ourselves not so much as a strict court of inquiry, but rather as an organ of international public opinion with the object of securing mutual encouragement and emulation in striving for social amelioration."

The Committee drew attention to certain cases of infringement of the provisions of ratified Conventions. Representatives of the Governments concerned came before the Committee and promised careful consideration of the facts alleged and rectification of any abuses found. In its report the Committee places on record its appreciation of the courteous co-operation of the representatives of the Governments concerned.

With the exception of these points, on which assurances were received, the Committee was of the opinion that the practical application of ratified Conventions was gradually becoming more effective, and it hoped that the discrepancies still existing would be removed by next year.

The Committee expressed its satisfaction that progress was being made in the direction of applying Conventions, with suitable modifications, to colonial possessions where industrial and social conditions made such application possible. The report continued : " In the interests of the effectiveness and the universality of the work of the International Labour Organisation it is clearly essential that no areas administered by the States Members in which the labour conditions approximate to those which the authors of Part XIII. of the Peace Treaty had in mind should be excepted from the scope of the Conference's decisions simply on racial or constitutional grounds."

The Conference also dealt with a number of questions of procedure and adopted certain amendments to its Standing Orders concerning the examination of the credentials of delegates and the composition of committees.

THE DISCUSSION ON THE DIRECTOR'S REPORT.

As at every Session, the Conference devoted a number of sittings to the examination of the Report of Mr. Albert Thomas. Sixty-two Government, employers' and workers' delegates spoke on this Report, which was analysed in the *Monthly Summary* for March, and which, it will be remembered, dealt with the world depression, its social consequences, and the possible remedies.

The Director replied in a very moving speech, in which, as if he had some presentiment of his approaching end, he may be said to have made his political testament—a final confession of faith in the work of the Organisation to which he had devoted his life.

Some of the speakers had stressed the fact that the progress of ratifications was slowing down. Quite apart from the 14 ratifications announced by the Spanish Republic, however, Mr. Albert Thomas was able to state that 36 new ratifications had been registered since the 1931 Report. In the previous year the corresponding figure was 38. A consideration of present economic conditions entitled one to conclude that notwithstanding the depression the results obtained are far from negligible. Moreover, as a result of the decisions taken in respect of certain Conventions, the Organisation could count perhaps on a further 20 ratifications as being almost certain this year.

It had been said in the Conference : Take care, your Conventions are badly drafted, they do not cover the facts, they lack precision, and their articles are liable to misinterpretation. But the Director pointed out that the interpretations which had had to be given were, after all, not so very numerous. Again, when the Governing Body examined a Convention on the basis of the decennial reports, and decided whether or not it should be submitted for revision, total or partial, the number of Conventions in respect of which revision was proposed was, after all, extremely low. Despite the original haste in which they were drafted, a large number of Conventions were none the less excellently drafted. And when it happened, as in the case of the Dockers' Convention, that a certain number of technical corrections were necessary, then the work was by no means difficult. " And I think," continued Mr. Thomas, " that it will be one of the good results of this Conference to have been able to obtain an almost unanimous agreement of all the groups in this revision work and so, by means of a little supplementary exertion, to have achieved something permanent in respect of this Convention."

It had also been said : Do your Conventions really benefit the workers ? That, as the Director pointed out, was an old question. In the volume entitled *The International Labour Organisation—the First Decade*, the problem was studied from this point of view, and it was found, after a full consideration of the facts, that very numerous classes of workers had already had their conditions improved by decisions of the Conference and by the legislation which followed such decisions.

It was further argued that just when there was common talk of reducing the working week to 40 hours, very little progress seemed to be made with the Washington Convention of 1919 for reducing the working week to 48 hours. In this connection the Director stated that he had listened with regret, not to say sadness, to a certain passage in the speech of Sir Henry Betterton, the British Minister of Labour.

" It would appear," said the Director, " that in my Report I accused the British Government of a certain measure of bad faith in this respect. This is one of those misunderstandings which occur with some frequency at our Conferences, a mistake in translation it may be, a lack of exact expression, which provokes some sentimental reaction and gives rise to difficulties, even during our discussions. I should like you to re-read attentively and exactly page 12 of my Report, and the short passage which I there devoted to Great Britain. Does it contain a single word, a single expression which might justify the assertion that I could possibly have suspected the good faith, sympathy or devotion to our work of a country like Great Britain ? No. I emphasised the fact that Great Britain was, and would remain, a corner-stone of our Organisation. Apart from the fact that any such assertion would have been extremely imprudent in the mouth of the Director of a great international institution, of an association of States, all I did was what I have done every year ; I made no attempt to bring the States to the bar, no attempt to reproach or to accuse them.

" I am only too well aquainted with the risks of such a procedure. But should the Director of the International Labour Office be forbidden to continue his inquiries on the question how the mission entrusted to the International Labour Organisation can best be pursued and completed ? As I have said, despite the delicacy of the work involved in such analysis, despite the fact that over-condensed phraseology or ill-expressed considerations may give rise to misunderstanding, what I have tried to find, what I believe it is our duty to look for each year, are the real reasons, economic, social or political, which prevent us, despite the fulfilment of the accustomed formalities, despite the carrying out of all formal obligations, from feeling ourselves to be in intimate collaboration with the various States.

" My own country, France, might perhaps have complained this year of certain hard words from me, for there has been tardiness in the execution of certain reforms which I regard as part of the very spirit of our country. All I have done has been to do my utmost to understand fully the position of all the great nations—Italy, Germany, Great Britain, etc.—not in order to spray them indiscriminately with criticisms, but in order to be able to understand their individual difficulties, and to see more clearly how our relations with them can be yet further developed.

" I spoke of Germany because, in the midst of all our present doubts and troubles, I wished to find some means of closer contact, closer friendship and joint work for our common ends. And just as, in the light of the moving discussions of last year, I sought to draw certain conclusions from the new orientation of British policy and from the new economic position which Great Britain has taken up, so I have asked myself how, under such conditions, that collaboration which is the original basis of our efforts and of our very life as an organisation could be renewed and continued.

" No. It never once occurred to me to set myself up as a judge of the action of States. But I should indeed be unfaithful to my duty as Director of a great institution like ours if I did not try, openly, publicly, with all the energy and intellectual force at my command, to fasten upon possibilities of agreement, and so to push forward the work which it is our common duty to perform.

" So far as the Hours Convention is concerned, whereas the British Workers assure us, through the mouth of Mr. Hayday, that, if ever they are returned to power, they will, in the light of the experience they have acquired, ratify the Convention, Sir Henry Betterton reminded us of its long history and of our alternating hopes and disappointments in the matter. He said that other more urgent questions would have to be dealt with before ratification. We are only too well acquainted with these and similar immediate preoccupations of countries. We know only too well that budgetary and other internal questions must take precedence of international obligations. Then Sir Henry Betterton said that there were practical difficulties. The International Labour Office has always been ready in all circumstances—as Sir Henry Betterton will admit—to meet any need for revision by finding an appropriate formula. If the situation is reviewed again tomorrow I personally am prepared to take a new step along the calvary of the Eight Hours Convention which leads I hope to eventual resurrection."

So long as social problems so vital as the reduction of the working day did not appear to be urgent, the Organisation would perhaps be condemned to an uncertain and precarious existence. But in the light of the present depression it might one day be possible to prove how urgent social problems were and so to make progress easier. In any case, even as regards the Hours Convention the movement was continuing. There were practical difficulties to be solved in Great Britain. But last year Spain withdrew the condition attached to her ratification of the Convention. The Italian Government had also stated its intention of submitting this very year proposals for the withdrawing of the conditions attached by Italy to its ratification. In this connection, therefore, it was hardly possible to speak of a crisis.

Another warning had been uttered. It had been said that the Conference was incomplete, that it was becoming less universal, and that the complete representation of the States was decreasing. On this point also Mr. Thomas quoted figures. He showed that at the 1931 Conference there were 49 countries represented and 31 complete delegations. When he found that the figures for the 1932 Conference were exactly the same, he failed to find any ground for the view that the Organisation was faced with a crisis. It had to be remembered that this year's Conference was held a month earlier than usual, a fact which had disturbed certain customs and possibilities. It had also to be remembered that there were financial difficulties in many States. Nevertheless, most countries, even the most remote, had sent complete delegations, and one was tempted to believe that the fact of the delegations sent to the Conference being as complete as usual was a proof of the vitality of the International Labour Organisation.

The Director then went on to discuss the administrative problems raised by the relations between the Organisation and oversea countries. The Organisation had been accused of being too European. " Poor Europe ! " exclaimed Mr. Thomas. " During the past year she has been tossing on her bed of pain, racked with her internal divisions. She has been trying, in vain perhaps, to make some attempt at understanding, on the lines laid down by the League of Nations. And now her very attempt is used as a reproach against her ! She has been trying, in the very interests of international life, to put some order in her affairs. And just when this effort is being made, we are told that our Organisation is 'too European.'

" In other circumstances we are reproached with taking European labour conditions as the basis of our research work and our Conventions. And then, a moment after, we are reproached with trying to reduce measures for the protection of the workers to levels lower than those already achieved in the chief industrial communities. Universal Conventions are asked of us and, the moment after, particular provisions are asked for, to cover a certain number of States. If our level is too high, it will be impossible for oversea or distant or backward countries to reach such a level. If the level is too low, it is said that reforms which have already been achieved in certain countries are being endangered. Such is the situation of our Organisation.

" It is a problem not impossible of solution. Special conditions and conciliation are two aspects of the same problem, and it is possible to establish a definite standard of protection if we take account of the conditions of all parties and if, instead of trying to attain an artificial uniformity, we endeavour to establish the balance which, at a certain degree of industrial development, can be established between the various countries. Possibly new procedures will be necessary. We may have to devise auxiliary procedures, or advisory conferences for different parts of the world.

" Our friends from South America have put forward some criticisms on this point. Surely, however, they have experienced the same thing in their own countries. They have had discussions about the central State and the Federated State. It is in connection with this important problem that they have made a new contribution to the history of humanity. Their long experience has taught us the history of the secular struggle between the Federated State and the Central Government, and *a fortiori*, and in a new form, what may be the internal struggles of international institutions.

" I hope you will all help us with your experience instead of criticising our difficulties, and I hope that, with or without auxiliary procedures, we shall succeed in securing the universality, together with the consideration for special conditions, which is necessary if we are to do positive work."

Here again the Director could not admit that there was a crisis. At the most the Organisation was suffering from growing pains. Whatever might be the difficulties of the moment, the speeches of those Delegates who had referred to the question all showed that their governing consideration was closer collaboration with the Organisation. That was certainly not a symptom of crisis, but, on the contrary, a symptom of increasing and renewed strength.

Where then was the crisis ? Perhaps in the sense of uneasiness and in the retrogression of social legislation throughout the world. On this point Mr. Thomas referred to the facts noted in his report. Although there had been certain delays and certain reductions in benefits in the case of social insurance, it had to be admitted that social legislation had in practice remained almost intact in most countries in spite of the economic situation. So long as social legislation continued to exist there was always the possibility of rapid revival along the established lines.

One fact worthy of notice was that, as a result of unemployment insurance, nominal wages had not fallen so greatly as in previous depressions. Perhaps it was just this possibility of maintaining and extending social protection that could be used as proof that the International Labour Organisation had accomplished something in the last twelve years. It had established social legislation, which up to that time was in a precarious position and was liable to be affected by political and economic vicissitudes, as a part of the life of the peoples, and had given it a vitality which persisted even in a terrible crisis such as the present.

What then was the reason for the uneasiness which was felt as to the future of the Organisation ? Perhaps it was due to a feeling that in face of the unprecedented economic depression there was very little that could be done, and that the results of what had been done in order directly to combat the crisis were not very secure. " I am only too well aware," said Mr. Thomas, " of the obstacles which beset our path. I am fully aware of all the difficulties which we have encountered during the past year. When, however, I consider what we have been able to do, I do not feel that within the limits of our activity we need seriously reproach ourselves.

" Last year, I suggested that we should devote our energies, first of all, to our specific work. Even if we could only apply palliatives for unemployment, I suggested that we should apply them to the fullest extent. We did that and we are still doing it. We have an exact definition of what the scope of our work should be : finding of employment, emigration, unemployment insurance, public works, reduction of hours of work, wages. In each one of these spheres, despite scepticism, despite that spirit of discouragement which is sometimes the bane of public or State administrations, we have carried on our work.

" On the question of employment agencies, it has been said that an international conference of statisticians and experts is necessary. We have done the preparatory work, and the conference is to meet.

" There is also the question of emigration. The Office cannot become an international migration office or an international labour exchange. In spite, however, of existing restrictions on the movements of populations, we are continuing the study of the problem, and the great scheme proposed by Mr. de Michelis, to which he referred the other day, is being studied by all the international institutions concerned.

" There is also the question of unemployment insurance. The Governing Body has decided to place this question on the Agenda of the next Conference. That may not be a very great deal, but surely it is true that the attitude which the Organisation has adopted on the question of unemployment insurance, and the exchange of information which it has promoted, have done something to protect the system of unemployment insurance and even to promote its adoption.

" There remains the question to which I myself have been devoting the chief of my energies. During the past year it seemed clear that public works might afford an immediate and effective means of combating the crisis. It appeared from our studies that public works might provide a stimulus, and afford a possibility for placing a large number of the unemployed rapidly in employment, and perhaps for reviving economic activity in general. Then I took my pilgrim's staff. Not only did I visit the various capitals in an attempt to win over a certain number of important Governments, but I also went from committee to committee and from sub-committee to sub-committee, and from one Session of the Council to another for about a year. On 30 March last the Committee which met at Paris reviewed a certain number of projects. The question is thus before public attention at the present moment, and if it should be found in the near future that it is possible to finance these projects, then we may perhaps obtain, as a result of these long but necessary efforts, some immediate results in the sphere of unemployment. I also pointed out that one of our most urgent duties and one for which we are competent, is the reduction of hours of work. Last year there was some doubt whether the period selected should be forty-four hours or forty. This year, forty hours is almost universally mentioned. The Governing Body and its Unemployment Committee have affirmed, though naturally with all the necessary reservations, the possibility of endeavouring to reduce hours of work to forty per week in certain industries. The question is, when will this problem be placed on the Agenda of the Conference ? What is important, however, at present is that solutions of this kind appear possible. It is not without significance that at the present moment we see economists, statesmen and even employers gradually tending to adopt the forty-hour week which, in the words of the Governing Body, may be considered as most suitable taking account, under present conditions, of the interest of each employed worker, to whom it ensures an adequate wage, and of the satisfactory working of businesses and the employment of the greatest possible number of workers.

" There remains the question of wages. This is a question on which investigators are at variance, if not in contradiction with each other. Mr. Arthur Fontaine, to whose views I frequently have occasion to refer, whenever he was urging the adoption in France of any measure of working class protection, such as the reduction of hours, invariably stressed the necessity of keeping the problem of wages separate from the problem of legislation. We are surely compelled to be even more prudent internationally in spite of the way in which ideas have developed and of the new conditions under which certain problems can be regarded. As I said in my Report, it is impossible at present to tackle the wages problem from the point of view of international legislation, at a time when the real value of the wage is dependent on the many economic difficulties with which the world is at present confronted."

After this survey, in which he endeavoured to show how the work of the Organisation had extended from the moral and social points of view at least, if not always from the practical point of view, the Director repeated that he was unable to find any symptom of a crisis in the Organisation.

" It is true," he added, " that in the international sphere disappointments are sometimes met with, and the results obtained are mediocre, but I cannot help thinking of the old story told to me by a French Member of Parliament when I first entered that body: 'You know, in Parliament we sometimes do good work, as you will see, but the methods are peculiar. Here we need an engine to draw a pin.' How much more applicable is this comparison to the immense complications of international life. You must be compact of faith to pursue indefatigably, and with a certainty of success, a task such as that on which we are engaged at present.

"But if it be true that, as regards ratifications, the representation at the Conference, the development of international labour legislation and efforts to end the depression, we need not consider that there is any sign of a real crisis in our work, whence comes that sort of lassitude, anxiety and apprehension which has characterised certain speeches? How comes it that, in spite of all, there is an atmosphere of depression abroad in the Conference? The reason is simply that the life of this Organisation cannot be isolated from the general life of the world and because the world economic depression affects us also. Wherever we turn, whether the subject be reduction of hours, wages, emigration, or any other aspect of social legislation, we always find the way blocked and our efforts impeded by the dominant depression, by this 'crisis' which seems to make nugatory all the efforts we may make.

"It is because of these hindrances and limitations on our action that there is so much uneasiness abroad at the present time. It was Mr. O'Rahilly who seemed to me to express the underlying feeling of the Conference when he asked what was the use of protecting children when their fathers were unemployed? What was the use of protecting dockers when shipping was lying idle and the ports were deserted? He might also have asked what was the use of invalidity and old-age insurance when it was impossible to provide money for it. It would be possible to go through the whole of our work and ask in each case, what is the use?

"In previous times when the economic system seemed to be more or less stable and to develop regularly in spite of periodical crisis it was our endeavour, by the protection of the workers and by insurance, to establish a greater degree of social justice and to give the workers a little more well-being and liberty. Some of the employers suggested the idea that during the present crisis social reform must be limited and brought into line with economic possibilities. That is, of course, quite true, and I have always admitted it. We have always noted that, according to their own statements, States have been prevented by economic conditions from ratifying the Conventions. Economic and social considerations have always been bound up with one another. It has always been necessary, in establishing the compromises which our Conventions represent, to take account of economic possibilities. That does not mean, however, that social considerations must always be immediately reduced to the more or less certainly established requirements of economic life. That is the view against which, both here and elsewhere, I have always felt it my duty to protest. My own view is that the real crisis would begin if those who come to this Conference—Employers, Workers or Governments—began to doubt the imperative character of the programme of social policy laid down in the Labour Charter.

"I have myself often heard the criticisms to which Dr. Grieser alluded the other day. Protests are made, in view of various international difficulties or obligations, against German social policy, the level of which is said to be too high. Similarly, we shall all remember the accusations which have at certain critical times been made against Great Britain. It was said that Great Britain was spending too much, and was wasting its resources on employment insurance. Personally, by reason of the mission laid down for us in the Treaty of Peace, I feel bound to express my admiration for and my confidence in those countries which, in spite of their present economic difficulties, feel that it is their first duty to maintain the health of the race, the dignity of the workers, the stability of employment and the possibility for everyone to live under proper conditions which agree to the sacrifices necessary for such a policy, and which then endeavour so to organise and stimulate their economic life as to maintain and develop this policy.

"During the last twelve years we have often been confronted with this dilemma, either at the outset when German public opinion persisted in regarding Part XIII of the Treaty as a mere excuse to lay further burdens upon Germany, or later, in the discussions in the Governing Body and in the Conference on the Dawes Plan and social policy in general. Our attitude has always been the same. We have reminded the world that, so far as we were concerned, the conditions of labour and of life guaranteed by the Treaty of Peace and developed in the various international Labour Conventions could by no means be reduced.

"This appears to us to be the strict rule for all Members of the International Labour Organisation, a spiritual attitude which cannot be abandoned in a period of crisis. There are certain postulates of social policy which should have the same force as the moral postulates of Kant's philosophy. Our capability of modifying in any way the economic situation, or of meeting our part in remedying the crisis, will be measured by the extent to which we seek after realities, by the extent to which we implacably affirm such realities, and by the extent to which we remind the world of them and impose them on public opinion.

"But, it may be asked, are there no such things as economic impossibilities? Are there not geographical, physical and historical factors which constitute obstacles to the postulates of social policy? There certainly are, and our affirmations would be merely sentimental affirmations, with no practical value, if we did not base all our efforts for practical action on possibilities. When in this connection I referred to the importance of what I called 'conscious' economy, that is to say, the knowledge by all groups within a community of the true resources and internal possibilities of such community, this was what I meant to say.

"The idea was that, in order that such diminutions, such 'great recantations' might be possible—although those who 'recant' are not always to blame and those who bear most have often the smallest responsibilities—we must all be fully conscious of economic impossibilities. Now that is perhaps the fearful moral failure of our time, and that too is its drama, and its perplexing paradox. For it is almost impossible to speak of obstacles or of impossibilities in economics. The drama arises out of the fact which has struck popular imagination everywhere, which is the subject of all speakers in the various electoral campaigns now in progress in many countries and which has a profound impression on workers' organisations, namely, that we speak of economic impossibilities and yet at the same time the world is flowing over with potential productive wealth. Raw materials are there. Stocks are not diminishing. They are increasing. Men, labour are there and there are 25 millions offering their services. Even the credits whose absence has been blamed are there. Mr. Jouhaux read us the other day a remarkable estimate of the immobilised credits, that is to say, of the money out of work.

" What, then is wanting ? What we want is organisation, the possibility of co-ordinating all the necessary factors, the will to set all the factors to work, and to set them to work in accordance with the requirements of social justice. What we lack is the supreme initiative which will permit international decisions to be made.

" These are the reasons for depression and *malaise*. There is no crisis in the International Labour Organisation. But there is a spiritual depression which goes deep and affects the whole of its activity. It goes so deep that for some twelve years we have had the impression, particularly in our international organisations, of trying to break our bonds and to set up the effective co-operation for which the world calls. Twelve years ! We have a League of Nations, we have an International Labour Organisation. We have international bodies whose members are called upon to make decisions in common. And when these decisions have been worked out by experts, by the representatives of Governments, the nations seem to draw back from these decisions, to creep into their shells and to close their frontiers to these international decisions taken by institutions which they have themselves set up.

" Is there no possible remedy for this crisis, which has remained the same for the last two years, nay, even got steadily worse, and the consequences of which continually spread and multiply ?

" The theory of free trade, which still has its adherents, maintains that the evil springs from the fact that mankind has upset the play of natural forces, and that the policy of nations has arbitrarily and imprudently interfered with free competition. But this is a *chose jugée*. There are certain human aspirations—the whole history of Europe and the world for the last twenty years has clearly proved it—which cannot be met by quoting laws of nature.

" Mr. Lambert-Ribot, in a lucid and courageous statement, emphasised the necessity for some planning of economy. In point of fact, all the nations of the world have been for the last ten years trying to attain the necessary co-operation in the financial sphere. Thus we had the Brussels and the Genoa Conferences, with their proclamation of principles, many of which seemed to be both salutary and efficacious, and which led to attempts at co-operation which have not been completely obliterated by the crisis.

" In the economic sphere there was the Economic Conference of 1927, and then the meetings of the Economic Advisory Committee, then such phenomena as the various Economic International Conventions, the Tariff Truce, etc. It has been found impossible to push these attempts any further. The Economic Conventions have not been ratified. So too, in flat contradiction to the principles proclaimed by the Economic Conference, a wave of protectionism has engulfed Europe.

" It is not only I who say this. Evidence abounds, even in the Assemblies of the League of Nations itself. Who has forgotten the moving report which the former President of the Economic Committee, Mr. Colijn, made last year, which declares that the resistance to a narrow and exaggerated economic nationalism is weakening day by day and that the tendency towards economic dissection and the erection of ever higher barriers, which has placed Europe in its obviously weak position, is growing all the stronger.

" Need I refer to the events of last year ? Need I speak of the fate of the Convention for the abolition of restrictions and prohibitions, of the Convention for an economic truce which was elaborated in various Conferences and on the execution of which the States have not yet been able to agree ; of the wheat Conferences to which Mr. de Michelis referred here, which represent no doubt interesting attempts, but which have not yet led to any substantial decision ; of new institutions such as the Agricultural Credits Bank, which has not even been started because of the present crisis.

" Mr. Briand endeavoured to solve the problem within the somewhat restricted framework of Europe. Shall it be said that he carried European union with him to the grave ?

" All initiative seems to have been paralysed during the past year. On the morrow of the Basle meeting it was said : it is urgently necessary to review all economic, political and financial problems and to some extent to make a new Treaty of Peace ; for, after twelve years, it is time we knew where we were. Only two days ago we learned that the Lausanne Conference was summoned for 16 June, and that its programme was sufficiently wide to meet the preoccupations I have mentioned.

" If a summary of the situation is made, it must be submitted that we find useless labour, wasted knowledge, still-born measures, and institutions, full of hope and energy at the outset, paralysed and hindered. At times it may be asked, in the words of the philosopher Bergson, if human societies were conceived and prepared with the sole possibility of remaining small and limited, and whether it is possible for them in their instinctive movements to conceive universal co-operation. It may truly be asked whether, in the case of the enlarged unit resulting from modern nations, the spiritual energy of to-day is sufficient. It may even be asked, as was asked by Albert Thierry, who was killed in the World War in 1914, whether to construct that final peace which he had already conceived, human intelligence would be sufficient.

" Such are the thoughts, sometimes sad, sometimes despairing, which may enter into the minds of those engaged in international life. But we should not harp upon such thoughts. We must not resign ourselves to such a feeling of impotence. There is a task before us. The Treaty of Peace has confided to the Conference the task of founding world peace on social justice. In spite of man's inadequacy, in spite of the difficulties which the nationalist spirit may place in its way, this Conference must do its duty; indeed, its obligations are all the stronger. But it has the right to turn towards those who for years have done nothing to improve the economic situation, it has the right to turn towards those who hold the levers of control, it is its duty to say to them: you have entrusted us with a mission of social justice, you have instructed us to put into force the principles of Part XIII of the Treaty of Peace, and now we ask you for the means of fulfilling this mission, we tell you that the life of this Organisation will become impossible if it does not receive from outside the collaboration and the economic and financial assistance essential for the success of its mission.

" The previous speakers have made the necessary appeal to the Conference. In the same circumstances, the Workers' Group, Mr. Jouhaux, Mr. Mertens, Mr. Schürch and their colleagues, have submitted to the Conference a resolution which appears to be directly based on the conclusions of the Report, or at any rate is in harmony with its spirit. In this resolution they request this Conference to act as a stimulant, as a starting engine, for the work of economic reconstruction, which so far has been too long delayed.

" I know that the question of the autonomy of the Organisations has been raised. Mr. Yoshisaka said that, just as we must respect Group autonomy in the Conference, so we must respect the autonomy of institutions within the League of Nations. At so serious a moment, it may be that such scruples seem a trifle forced. But there is no intention of breaking the rules of competence, of asking the International Labour Conference or the Governing Body to summon international economic, political or financial conferences. At the present moment, however, can the principle of the autonomy of the various Organisations be urged against an appeal which this Conference has the right and the duty to make? As everyone has repeated, are not the economic and social factors intimately connected? Is it possible at the present moment to make some progress in social matters without the support of economic factors?

" In these circumstances, the Conference, aware of and strong in the mission confided to it by the Treaty of Peace, can launch its appeal without lessening the force of any judicial competence established by the Treaty of Peace.

" It has been said that, in its terms, the Workers' resolution, which has already been discussed in the Resolutions Committee, was wrong in addressing the Governments directly, and that an international conference, in which Government representatives as well as Employers and Workers are present, would be acting rather strangely if it seemed to address the Governments themselves.

" But is not the Conference an institution which is a guardian of the principles of the Treaty of Peace, with specific duties? Within Governments themselves, is it not true that the Ministers have at times to appeal to the Government as a whole on behalf of the interests they represent in their Ministry? And if it is merely a question of phrasing, would it not be possible to find terms sufficiently respectful of national sovereignty, so that a unanimous appeal could be addressed by this Conference to the Governments and to the Council of the League of Nations.

" On this point my conclusion is the same as Mr. O'Rahilly's. The Conference's appeal must be outspoken, it must be unanimous, it must be convincing, it must be the preliminary to action. Is it, however, impossible to define in what sense, towards what aim, such action shall be undertaken?

" Mr. Lambert-Ribot made one criticism of my Report. He said that it did not sufficiently explain the causes of the crisis, so as really to indicate in what ways action could be taken. I agree that it is even now possible to discuss the causes of the crisis, and I believed that in the conclusions sketched in the Report I had, not perhaps analysed the causes of the crisis in themselves, but indicated the measures which, from the international point of view of social policy, appeared most urgent. The resolution which I mentioned a minute ago takes these conclusions from the Report. The request is made for the summoning of an international conference, in which the Governments will draw up, at least for Europe in the beginning, a list of the important public works which can be set on foot to remedy unemployment.

" In agreement with Mr. Jouhaux, I said a short time ago that the resolutions adopted on 30 March were insufficient because the replies from the Governments were insufficient. Even if all the proposals had been approved, employment would have been created internationally only for some tens of thousands of unemployed. But, whether we will or no, the work contemplated will be work on a national plane. An European combination is not in sight—*a fortiori*, then, not a world combination. This restriction, of course, impairs the value of the scheme. If a further effort is to have any chance of success, the Governments must decide, and decide quickly. But the argument in favour of public works is met by an argument of financial difficulties. There can be no chance of any financial solution of the problem, no movement of capital, no international co-operation if the credit problems are not solved. It is already some time since the bankers who met at Basle at the request of the Governments stated the necessity of considering all these problems as a whole.

" Is it useless to ask the Governments to consider at any rate for one continent, what public works are necessary, sufficiently large to occupy a substantial number of the unemployed, and also of sufficient economic importance to start new activities and thus perhaps to set the wheels of economic life once more in motion?

" I may perhaps remind you of what took place in a very serious crisis which occurred in the past —the crisis which, with certain fluctuations, lasted from 1873 to 1890. About 1890, as the economist Max Wirth points out, the crisis was alleviated by the manufacture of armaments for Governments. This revived the iron and steel industry, which in turn reacted on the coal industry, and the improvement gradually spread until a temporary economic revival resulted. It would be criminal to wish such a remedy to be applied to-day. But would it not be possible to do for peace what was done for war ? Would it not be possible for the nations, instead of creating armaments, to make a great effort of co-operation and try to construct new means of communication and open new markets which would make possible the revival of industry and the return of prosperity. If Governments would examine the problem, and if their leaders could be inspired with something of the spirit of Saint Simon, which during the nineteenth century did so much to create modern industry, perhaps our appeal would not have been in vain.

" Let us leave on one side for the moment, however, our own particular questions. Let us come back to the wider problem of the general crisis. One specially important feature is that the Lausanne Conference, in the form in which the Governments now appear to be conceiving it, seems to be on the lines of the Report, including the question of reparations, the question of debts, the Danube crisis and the currency question, which are to be dealt with in relation to the world economic situation. I pointed out in my Report how these questions appeared to be bound up with the social question and how urgently they called for a solution. I need hardly tell you how frequently we are told that social action cannot be taken because the reparations and debts problem has not been solved. Not long ago conversations took place with a view to the ratification of a Convention to which this Conference attached much importance — the Convention concerning hours of work in coal mines. Some countries said that they could not consider ratification until the problem of reparations and debts was solved. Again, when we approached certain countries on the question of public works—countries which have a long tradition in that respect, and which might have been able to give important technical assistance—they replied that they could not contemplate financing any kind of public works until the question of reparations and debts was settled. And when we come to consider these questions, it at once becomes clear that, as Mr. Olivetti said in a passage which I quoted in my Report, and as Mr. Tchourtchine was saying the other day, in order to solve the problem, currency must as far as possible be stabilised internationally and the gold question must be settled. I will not enter into a discussion on this point with Mr. Tchourtchine. I have still hardly finished discussing the immediate questions which are before us. I may, however, say that the problem for which Mr. Tchourtchine suggested a solution the other day is the general problem which has been raised by so many economists. His ingenious solution, the ' gold truce,' certainly deserves to be considered, if not by this assembly, at any rate by the great committees of experts ; it might also be brought to the notice of Governments. All authorities, however, the gold Delegation, Mr. Clerc, Mr. Tchourtchine and the numerous authors of schemes which the International Labour Office has received in recent months, all are agreed, as was stated in my Report, that the problem should be taken up at once and that the Governments must find a solution.

" Here again I should like to insist on one point. The experts have discussed the matter and reached conclusions, technical committees have succeeded technical committees, but what is still lacking is the final decision to do something definite and to take some action which might remedy the present situation.

" But the success of this attempt at a financial understanding will be precarious if it is not strengthened by measures of planned economy. What then is this planned economy ? At the end of a long statement such as the present one a theoretical discussion is out of the question ; but the necessity of planned economy would seem to be indubitable.

" Mr. Vogel told us that this is not the moment to make experiments. Perhaps it is the moment to take the decisive step and to endeavour to intervene in the crisis by means of a new procedure, since all the traditional procedures would seem to have proved vain.

" There have been many attempts to oppose the value of the principle of profit to the idea of an organisation the object of which is directly to satisfy the requirements of consumers. But apart from the fact that the hopes based upon the spontaneous achievement of ' economic harmonies ' have not been realised, apart from the fact that the search for profit has not shown itself capable of achieving, for the mass of consumers and workers, either stability of employment or dignity of life, can we be quite sure that in the most modern industrial undertakings the principle of profit is still the only rule ? Can we be quite sure that the principles of planned economy have not invaded factories ?

" The question has also been asked : ' You talk of planned economy but for what purpose ? On what principles ? ' Our answer must be, in order to carry into effect the clauses of Part XIII of the Treaty of Peace and to achieve that social justice the ideal of which does not vary, as is asserted sometimes, from country to country, but which was defined, for our generation at least, in the Treaty of Peace.

" It has also been asked : ' Who will direct this planned economy ? ' And I am fully aware of the opposition in certain quarters to the intervention in business not only of the State, but even of collective organisations. In this period of world crisis I do not think that there is any tendency towards that agreement between employers and workers apart from the State, and even opposed to the State, which Mr. Mircea recommended. But the work of the various National Economic Councils show in general the line that should be followed.

" Another objection to planned economy has been the extreme complexity of the subject and the difficulty of assessing the prices and stocks necessary to direct and guide such a system. My answer to that is, have not the great industrial trusts already tried something of the sort ? Have they not tried as far as possible to regulate their action upon definitely known facts ? When we speak of planned economy there is no question of establishing an industrial and commercial system which is altogether new. The question is rather to take consistent action towards a single goal along lines already laid down.

" Just as when the nations were at war fifteen years ago, all production was brought under discipline for a single purpose, so to-day, for the satisfaction of the greatest number, that is to say, for the realisation of those principles of justice which are inscribed in the Treaties of Peace, all the forces of production should be co-ordinated and placed under a definite guidance. There can be no hope for the world outside these principles, and this I think should be the guiding rule of the Organisation.

" What are the first steps that can be taken ? What new industrial agreements would it be desirable to create ? What scheme, what concerted plan should the States apply ? Should they work by means of a tariff truce, by preferential agreements or by international industrial agreements ? The Conference can only point out which of these methods seems to it the best adapted to give employment under stable conditions as soon as possible, and to restore the purchasing power of the working classes. Once more its proper rôle is not to convene governmental conferences to decide on the question, but rather to trumpet abroad the necessity of such conferences and to explain the impatience and the gathering emotion of the workers of the world.

" It may be asked, should one go further and attempt to associate the International Labour Organisation more closely still with the direct work of economic and financial conferences ?

" Mr. de Macedo Soares in his very suggestive speech, put this question most lucidly. So too, Mr. Bottai suggested the idea of some form of continuous association and of organic relations calculated to ensure unity of direction. As far as we are concerned, we feel that the question at issue is not one of mixed research committees, but of some organisation where the employers and workers will meet the responsible representatives of the Governments and where they can discuss the question thoroughly. Here lies the future, perhaps even the near future. But let us confine ourselves to present necessities.

" During the last year, strengthened by the support of our Governing Body, we have tirelessly and fearlessly endeavoured on all occasions, in all the phases of international life, in all committees and commissions, to support any idea or any proposal likely to revive courage, stimulate hope, influence public opinion and bring the Governments to a decision. My colleagues and I are ready to continue this work with faith and courage, but what we now need is the unanimous and heartfelt support of the International Labour Conference in a firm determination unreservedly to implement the work of social justice. It is in this spirit of faith and confidence that we shall be able to prevent the mood of crisis and panic from obtaining a hold over the International Labour Organisation and paralysing its work. A crisis within the Organisation is inconceivable unless there is faintness of heart.

" Let me conclude with the words of that great German whose centenary was recently celebrated by the whole of mankind. This was Goethes advice, which is of significance for us and perhaps also for the Governments. Goethe said : ' Fortune against you ? No ! Saddle your horse and ride courageously.' "

The Conference summed up its views on the discussion on the Director's Report by adopting, by 73 votes to 7, a resolution submitted by Messrs. Jouhaux (Workers France), Mertens (Workers, Belgium) and Schürch (Workers, Switzerland) as amended at the suggestion of Messrs. de Castro (Government, Uruguay), O'Rahilly (Government, Irish Free State) and Zakkas (Government, Greece).

The text of the resolution is as follows :

" Whereas, as is shown by the Report of the Director to the Sixteenth Session of the Conference, the general economic crisis from which the world is suffering has continued to grow in severity during the last three years, and is at present the cause of the unemployment of at least 25 million workers ;

" Whereas the increasing falling-off in industrial activity, if it continues, must eventually enhance still more the suffering and privation which afflict the unemployed and also threaten the workers in employment ;

" Whereas the situation is such that more than ever the peace and harmony of the world are imperilled ;

" Whereas the International Labour Organisation was founded in order to remove this menace by the establishment of social justice ;

" Whereas social justice requires order and equilibrium in the economic system, and this can only be secured as the result of the efforts of all nations and international institutions ;

" Whereas the economic and financial bodies of the League of Nations have, through the work of their experts, succeeding in reaching solutions which have been sufficiently worked out and only await decisions ;

" The Sixteenth Session of the International Labour Conference, composed of representatives of Governments, employers and workers, requests its Secretary-General to draw the attention of the Council of the League of Nations and of all the Members of the International Labour Organisation and of the League of Nations to the considerations set out above and to the necessity of endeavouring to restore general prosperity by appropriate decisions.

" The Secretary-General is requested more particularly to bring to their attention the following suggestions :

" 1. That Government Delegates duly authorised to that effect should as soon as possible be given instructions to draw up a list of big international works for economic equipment and of national works on a large scale calculated to encourage the general development of the economic situation of the countries concerned, to make the necessary financial arrangements therefor and to have them put in hand without delay ;

" 2. That, in order to help in securing a final settlement in harmony with the general interests of world economy—a settlement the necessity for which is of ever-increasing urgency—the League of Nations and the International Labour Organisation should be invited to the forthcoming conference which is to meet at Lausanne to settle the problem of reparations and other international political debts ;

" 3. That States should take joint action to settle the general problems of currency and credit and to lay the foundations for an international monetary system possessing the necessary qualities of stability ;

" 4. That the problems of production and international trade should be examined by Governments in collaboration with delegates from the most representative organisations of employers and workers in each country, for the purpose of concluding, in a severely practical spirit ; such international Conventions as will ensure the resumption of economic activity, on the basis of broad concerted plans, taking into consideration the gradual and systematic increase in the consumption of the masses and the co-ordinated extension of international trade.

" The Conference also requests that whereas among the public works proposed, public health works have the advantage of increasing the welfare of populations and raising their standard of living, the Governing Body should instruct the International Labour Office to request the Governments concerned to place upon their programme of public works intended to diminish unemployment, public health works and, in particular, hydraulic works, water-supply, abolition of unhealthy conditions, construction of workers' dwellings and electrification of rural districts."

The Conference also adopted a resolution submitted by Mr. Tchourtchine (Employers, Yugoslavia) requesting the League of Nations to place before its competent organisations at the earliest possible opportunity a proposal for a " gold truce," and a resolution submitted by Mr. Jouhaux (Workers, France) requesting the International Labour Office to study, with a view to the early adoption of international regulations, the possibility of introducing the 40-hour week in all industrial countries.

Other Resolutions.

The Conference then adopted certain other resolutions.

On the motion of Mr. Yoshisaka (Government, Japan), a resolution was adopted requesting the strict observance of the provisions of Article 401 of the Treaty of Peace, so as to enable distant countries to carry out the necessary preparatory work for the Sessions of the Conference and to make a full contribution to their success.

On the motion of Mr. Kupers (Workers, Netherlands), the Conference adopted a resolution concerning the placing on the agenda of an early Session of the Conference of the question of the methods and conditions of recruiting labour and of the terms of labour contracts.

On the motion of Mr. Müller (Workers, Germany), a resolution was adopted asking that a report should be submitted to next year's Conference on the question of collective agreements in agriculture and the observations of the organisations concerned on this point.

A resolution was adopted which had been submitted by Mr. Nishio (Workers, Japan), requesting that the question of workers' housing should be placed on the agenda of an early Session of the Conference.

On the motion of Mr. Schürch (Workers, Switzerland), a resolution was adopted concerning the possibility of including in the agenda of an early Session the question of the insertion of silicosis in the list of occupational diseases for which compensation is due.

The Conference adopted a resolution proposed by Mr. Chaman Lall (Workers, India), to consider the possibility of convening, before the general Sessions of the Conference, a Preparatory Adivsory Conference at which the administrations, employers and workers of colonies and mandated territories would be represented.

On the motion of Mr. Jouhaux (Workers, France), a resolution was adopted asking that research should be undertaken, with the assistance of the competent bodies of the League of Nations, into the extent of opium smoking among workers and its effects on their conditions of engagement and employment, their health, their working capacity, etc.

THE COUNCIL OF THE LEAGUE OF NATIONS AND THE RESOLUTION OF THE INTERNATIONAL LABOUR CONFERENCE CONCERNING THE DEPRESSION.

As may be seen from the *Monthly Summary* of the League of Nations, the Council of that body, at its meeting held on 21 May, considered the resolution adopted by the International Labour Conference with regard to the depression, the text of which is published above.

In the course of the discussion, the importance of this resolution was stressed by a number of speakers, including Mr. H. B. Butler, Deputy Director of the International Labour Office ; Mr. de Madariaga, the Spanish representative, Reporter on the question ; Mr. Lester, representative of the Irish Free State ; Mr. Andvord, representative of Norway ; Mr. Zaleski, representative of Poland ; and Mr. Paul Boncour, representative of France.

At the close of the discussion, the following resolution was adopted :

" The Council,

" Having considered the resolution adopted by the International Labour Conference at its Sixteenth Session with reference to the economic and financial crisis :

" (1) Refers the resolutions of that Conference to the Assembly ;

" (2) Requests the Committee of Inquiry on Public Works and National Technical Equipment to accelerate its proceedings ;

" (3) Declares that the various League Organisations will be at the disposal of the Lausanne Conference, should the latter express a desire for their assistance ; and

"(4) Decides to lay before the Assembly the question of the summoning of a World Conference to consider the problems of production and international trade with a view to the conclusion of international conventions designed to bring about a resumption of economic activity, and to request the Secretariat to make the necessary preliminary investigations."

THE FIFTY-SEVENTH AND FIFTY-EIGHTH SESSIONS OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Fifty-seventh Session in Geneva from 6 to 9 April, 1932, with Mr. Ernest Mahaim in the Chair.

Tribute to the Memory of Mr. Sokal.—Opening the Session, the Chairman paid a tribute to the memory of Mr. François Sokal, Polish Government representative on the Governing Body, who died on 31 March after a long illness. He referred to the important part played by the late member in the work of the Organisation since its earliest days, and addressed a message of sincere condolence to Mr. Sokal's family and to the Polish Government.

Sir Atul Chatterjee (India), on behalf of the Government group, Mr. Oersted (Denmark), on behalf of the employers' group, Mr. Mertens (Belgium), on behalf of the workers' group, and Mr. Albert Thomas, on behalf of the International Labour Office, associated themselves with the Chairman's remarks.

On behalf of the Polish Government, Mr. Zagrodski thanked the Governing Body for its expression of sympathy.

The Employment of Women during the Night.—At the request of the British Government, the Governing Body decided by 15 votes to 8 to request the Council of the League of Nations to ask the Permanent Court of International Justice for an advisory opinion as to whether the Convention *concerning the employment of women during the night* applies to women employed in the industrial undertakings covered by the Convention who hold positions of supervision or management and are not ordinarily engaged in manual work.

Committee of Experts on Women's Work.—The Governing Body decided on the list of names proposed for the Committee of Experts on women's work which the Governing Body, at its last Session, had decided to set up. It will be recalled that it is to be a correspondence committee, the main object of which will be to give, by correspondence, opinions on the social and economic aspects of any questions relating to women's work the study of which may be contemplated.

Budget Estimates for the Organisation.—The Governing Body adopted by 16 votes, with 8 abstentions, the estimates for the International Labour Organisation for 1933, which amount to 8,916,672 Swiss francs net. This figure does not include any provision for the special Maritime Session of the International Labour Conference which had been contemplated. The workers' group demanded the maintenance of the credit required for holding this Conference, but this proposal was rejected by votes to 10.

Cost of Living and Wages Statistics.—The Governing Body considered the report of the Committee on Cost of Living and Wages Statistics, to which had been submitted the results of the study prepared by the International Labour Office on the comparative cost of living in Detroit (U.S.A.) and in a number of European towns. The English edition was published early in the year. The Governing Body, by 14 votes to nil, decided to publish French and German editions after the statistical offices of the different countries concerned have had an opportunity of furnishing their observations in writing on the report. The Governing Body therefore asked the Office to invite those statistical offices which have not furnished their observations on this report, or which think they should supplement those already furnished, to do so before 1 June, 1932. These replies will be submitted to a further meeting of the Committee on Cost of Living and Wages Statistics to be held not later than 1 July. This Committee will be empowered to authorise, with a view to the publication of the report, any necessary modifications which it considers desirable in the light of the observations furnished by the different statistical offices.

Unemployment among Salaried Employees. — The Governing Body then considered the report of its Unemployment Committee on unemployment among salaried employees. By 15 votes to 7 it adopted a resolution recommending to the attention of Governments and industrial communities the following measures in order to limit the discharge of salaried employees and to encourage their re-engagement as far as possible :

> (1) In present conditions it is more than ever desirable that the Draft Convention *concerning the regulation of hours of work in commerce and offices* be ratified, and that in any case pending ratification its principles should be, or continue to be, universally applied.
>
> (2) It is extremely desirable that overtime should be continued only if the technical conditions, seasonal requirements or emergencies make it absolutely necessary.
>
> (3) It is desirable that the measures relating to the application of the weekly rest day and also all regulations or customs relating to holidays should be strictly observed.
>
> (4) It is desirable that salaried employees should be discharged only in case of absolute necessity, and irrespective of the nationality of the salaried employee, and that for preference steps should be taken, whenever the technical, commercial, and financial conditions allow, to reduce the hours of work, or, in cases in which such a measure is possible, to organise a rotation system. Measures of this kind are also recommended with a view to encouraging the re-engagement of salaried employees.
>
> (5) The question of remuneration should be considered separately in each undertaking, and should be settled as far as possible by means of temporary modifications in existing contracts, efforts being made to maintain the aggregate earnings of the whole body of salaried employees in employment, including those who are re-engaged.

(6) The Committee, without making a complete study of the questions of notice of dismissal and dismissal allowances, recommends, in present circumstances, that the measures in force on these subjects in the different countries be applied in a liberal spirit, account being taken in particular of length of service.

(7) The Committee notes that the present crisis has shown the need for an extension to salaried employees of unemployment insurance and relief schemes. It recommends, in countries in which such an extension has not been carried out, that the question be studied as quickly as possible, care being taken to avoid overlapping between dismissal allowances and insurance or relief payments.

(8) The present crisis has also shown the need for developing the public placing services for salaried employees, and making them more efficient. The Committee recommends that special departments be set up for these classes of workers, and that the public employment exchanges co-operate with private agencies which charge no fees.

The Committee also expressed the desire that neither public administrations nor private undertakings should either retain the services of or engage employees who are already in receipt of superannuation payments.

Ratifications of International Labour Conventions.—In connection with the consideration of the Report of the Director on the work of the Organisation, the representative of Spain, Mr. Sanchiz Banus, informed the Governing Body that his Government had just ratified fourteen further International Labour Conventions, thus bringing the number ratified by Spain up to 29.

Other Decisions.—The Governing Body approved the record of the meeting which the Mixed Advisory Agricultural Committee of the International Institute of Agriculture and the International Labour Office held in Rome on 18 and 19 March. It authorised the Director to call meetings of the members of the Governing Body who are also members of the Mixed Committee, with a view to examining agricultural questions which may concern the International Labour Organisation.

The Governing Body authorised the Director to summon, after consulting the Officers of the Governing Body, the tripartite Committee on Automatic Coupling with a view to presenting to it the suggestions of the Sub-Committee on Automatic Coupling which met at Geneva on 29 February.

The Governing Body took note of a report prepared by the International Labour Office on the general principles which should govern relations between it and organisations which come under Article 24 of the Covenant of the League of Nations or private organisations with which the Office may be called upon to collaborate, in view of its constitutional competence.

The Governing Body then considered the question of the possible adhering of non-Member States to International Labour Conventions. It was agreed to carry this study further.

The Governing Body decided by 16 votes to 7 to refer to the International Labour Conference the draft amendments to the Standing Orders of the Conference submitted by the Italian Government concerning the verification of delegates' credentials and the constitution of committees, together with the report of the Standing Orders Committee of the Governing Body on the subject and the record of the discussion in that Committee and in the Governing Body itself.

* * *

At its Fifty-eighth Session, held in Geneva on 25 April, the Governing Body decided to adjourn until its October Session the discussion of the ten-yearly reports prepared by the International Labour Office on the working of various Conventions adopted by the International Labour Conference at its 1920 and 1921 Sessions.

By 11 votes to 9, it also adjourned till the month of October its decision on a request submitted by the German Government to the effect that the Permanent Court of International Justice should be consulted on the question whether the Convention of 1919 concerning the employment of women during the night applied to women who were either entirely or principally engaged in commercial work, office work, or other similar work in industrial undertakings. The Governing Body asked the International Labour Office to submit a further report on the problems raised by the request of the German Government.

The Governing Body decided to call an International Conference of Migration Statisticians in October, 1932.

The Fifty-ninth Session of the Governing Body will open in Madrid on 24 October.

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1932. Nos. 6–7 JUNE–JULY

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H. B. BUTLER

DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office has appointed Mr. H. B. Butler, Deputy Director of the Office since 1920, to be Director in succession to the late Mr. Albert Thomas.

Harold Beresford Butler was born at Oxford on 6 October, 1883, and educated at Eton College and Oxford University. In 1907 he entered the British Civil Service. From his first post, in the Local Government Board, he was transferred in 1908 to the Home Office, the Department which at that time was chiefly responsible for the drafting and administration of social and labour legislation. His direct experience of international affairs began in 1910, when he served as Secretary to the British delegation to an International Conference on Aerial Navigation, held in Paris. In 1917, Mr. Butler was transferred to the newly-established Ministry of Labour. He took an active part in organising the work of this Department, and two years later he became its Principal Assistant Secretary.

At the Peace Conference in Paris he was appointed Assistant General Secretary to the Commission on International Labour Legislation, set up to draft Part XIII of the Treaty. Mr. Butler had a large share in working out the scheme which was submitted by the British Government with a view to making international co-operation in the economic and social sphere an essential feature of the new order planned to bring about universal peace. In the main, the British scheme was adopted; its essential features were embodied in the Treaty of Versailles as Part XIII (the " Labour Charter "), by which the International Labour Organisation was set up and from which it derives its ultimate authority.

In accordance with the Treaty, an International Organising Committee was appointed to make the necessary arrangements for the first Session of the International Labour Conference, to be held in Washington in October 1919. Mr. Butler was chosen to be Secretary of that Committee. When the Conference met, he was appointed as Secretary-General, and early in the next year, following the election of Mr. Albert Thomas as Director of the International Labour Office, then only in embryo, Mr. Butler was made Deputy Director.

The new Director has thus been directly associated with the International Labour Organisation since its inception. As Deputy Secretary-General of the Conference at each of its Sessions since 1919 he has acquired an exceptional experience of the working of the Conference; he has taken part in practically every Session of the Governing Body; and he has shared with the late Director the task of building up the Office and administering its affairs. In the course of his duties he has visited most of the countries of Europe and a number of oversea countries. In 1926 he visited the United States and Canada, bringing back a remarkable report on " Industrial Relations in the United States." In 1927, on the invitation of the South African Government, he made a tour through South Africa and Rhodesia, and on his return presented a report to the Governing Body on conditions in those countries. In 1930 another visit to North America provided him with the material for a richly documented study on " Unemployment Problems in the United States." In February of this year he went to Egypt, on the invitation of the Egyptian Government, in order to study the present industrial conditions of the country on the spot and prepare a report for the Egyptian Government on the best methods of organising its Labour Department.

FIFTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Fifty-ninth Session at Geneva on 1 and 2 July, 1932, under the chairmanship of Mr. Ernest Mahaim.

On Friday, 1 July, the Governing Body met in private sitting to consider administrative questions arising out of the death of the Director. It appointed Mr. H. B. Butler, the Deputy-Director, as Director of the International Labour Office.

Proposed World Economic Conference.—The Governing Body considered a report by the Director on the decisions of the Council of the League of Nations affecting the International Labour Organisation.

One of these decisions referred to the action to be taken on the resolution of the last Session of the International Labour Conference concerning the world economic crisis, and the means of dealing with it. This resolution, which the Council of the League of Nations decided to submit to the next Assembly, suggested among other things the convening of an International Economic Conference—an idea which has been expressed in various forms in a number of countries since that time. With a view to the possibility of such a Conference being held, and the possibility of a request being made to the International Labour Office for assistance, the Governing Body decided to appoint a delegation of three members (one from each group) which would collaborate, if necessary, with the proposed World Economic Conference.

Messrs. Weigert (Government, Germany),Oersted (employers, Denmark), and Jouhaux (workers, France) were appointed as members of this delegation.

Consultation of Experts on Social Insurance.—The Governing Body authorised the Director to call a meeting of experts on the medical aspects of invalidity, old-age, and widows' and orphans' insurance during October.

Committee of Experts on Native Labour.—The Governing Body appointed Major Herbert Sutton Cooke, who was until recently Director of Native Labour of the Union of South Africa, to take the place on the Committee of Experts on Native Labour left vacant by the death of Mr. Taberer.

The Memory of Albert Thomas.—The Governing Body decided to appoint a committee consisting of Messrs. Picquenard (Government, France), Oersted (employers, Denmark), and Jouhaux (workers, France), to investigate the best practical means of perpetuating the memory of Mr. Albert Thomas.

The Sixtieth Session of the Governing Body will be opened in Madrid on 24 October, 1932.

THE INTERNATIONAL LABOUR ORGANISATION AND THE PROPOSED WORLD ECONOMIC AND FINANCIAL CONFERENCE

As recorded in the *Monthly Summary of the League of Nations*, the Council of the League of Nations, at its Session of 15 July, considered the resolution adopted by the Lausanne Conference concerning the convening of a World Economic and Financial Conference.

In the course of the discussion, Mr. H. B. Butler, Director of the International Labour Office, addressed the Council. He began by thanking Sir John Simon, the British Government representative, for having proposed that the International Labour Office should be associated with the Preparatory Commission for the Economic Conference. The programme of this Conference covered the principal questions raised in the resolution adopted by the International Labour Conference in April last, which had been referred to the Assembly by the Council at its last meeting. That resolution implied the existence of a powerful body of opinion, among the large masses of people who were most severely hit by the crisis, in favour of the kind of remedial measures which were now contemplated, and Mr. Butler ventured to think that the Conference would suffer some prejudice if no opportunity were given for the expression of that opinion in connection with its preparation. The action to be taken to remedy the crisis could not be successfully planned without giving consideration to its social consequences. At the present moment, owing to the great extent of unemployment and the collapse of agricultural prices, the standard of living in a very large proportion both of the urban and rural populations in many countries was threatened. That was the social problem which, in Mr. Butler's view, must be kept constantly in mind in connection with the economic and financial measures that were proposed to remedy the crisis. Unless that aspect—the social aspect—of the problem were given full consideration, any technical measures proposed would not be liable to command the assent of those who were suffering most acutely from the effects of the depression. Hence it was appropriate that those who were concerned in production, either as employers or workers, should from the first be called into collaboration in any attempt to solve these formidable problems. The International Labour Office owed its creation by the Treaty of Peace to the importance which the social aspects of the economy of the world had assumed, and which the present crisis had served to emphasise rather than to diminish. The Governing Body had foreseen the probability that some conference of the kind now proposed would be convened, and at its last meeting, on 1 July, had appointed a delegation of three persons to give any assistance that might be required of them. Some delegation of that kind, particularly one including representatives of the employers and workers, should be associated with the work of the Commission of Experts. If the draft resolution were to be understood in that sense, Mr. Butler would not press for any verbal alteration, but he confessed that he would have preferred to see the resolution framed in somewhat less ambiguous terms, so as to make it clear that the Office should be associated with the work of the Preparatory Commission for the Economic Conference.

Mr. Massigli (France), Mr. de Madariaga (Spain), Mr. Lester (Irish Free State), Mr. Choumenkovitch (Yugoslavia), and Mr. Gwiazdowski (Poland) also insisted on the need for securing the collaboration of the International Labour Office in the work of the proposed World Economic and Financial Conference.

The final text of the resolution adopted will allow of the collaboration of the International Labour Office on the same footing as that of the Economic and Financial Organisations of the League of Nations.

RATIFICATIONS OF INTERNATIONAL LABOUR CONVENTIONS

On 31 July the number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 467. By the same date 67 ratifications had been authorised by the competent national authorities but had not yet been registered with the Secretary-General of the League.

During March, April, May, June and July, 1932, 13 new ratifications were registered.

Albania ratified the Conventions concerning the minimum age for admission of children to industrial employment, the employment of women during the night, and the night work of young persons, adopted by the International Labour Conference at its First Session (Washington, 1919), and the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the Conference at its Eighth Session (Geneva, 1926).

Bulgaria ratified the Convention concerning the regulation of hours of work in commerce and offices, adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930).

Italy ratified the Convention concerning the minimum age for admission of children to employment at sea, adopted by the International Labour Conference at its Second Session (Genoa, 1920).

Norway ratified the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929), and that concerning forced or compulsory labour, adopted by the Conference at its Fourteenth Session (Geneva, 1930).

Poland ratified the Convention concerning the markings of the weight on heavy packages transported by vessels.

Portugal ratified the Conventions concerning the employment of women during the night, the night work of young persons, and the marking of the weight on heavy packages transported by vessels.

Sweden ratified the Convention concerning the marking of the weight on heavy packages transported by vessels.

IN MEMORY OF ALBERT THOMAS

A large number of friends, especially among the members of international organisations, who were unable to be present at the funeral of Albert Thomas at Champigny, had expressed the wish that a commemorative ceremony should take place at Geneva, the seat of the League of Nations and the International Labour Office, the city in which during these last twelve years Albert Thomas had carried out his greatest work.

In deference to these wishes the Governing Body of the International Labour Office held a special meeting on 30 June, 1932, at 10 a.m., in the Victoria Hall, Geneva, to pay a tribute to the memory of the Director.

The ceremony was also attended by the Federal, Cantonal and Municipal authorities and members of official and private international institutions at Geneva. Speeches were made by Mr. Ernest Mahaim, Chairman of the Governing Body; Sir Atul Chatterjee, Vice-Chairman of the Governing Body representing the Government Group; Mr. Oersted, Vice-Chairman representing the Employers' Group; Mr. Mertens, Vice-Chairman representing the Workers' Group; Sir Eric Drummond, Secretary-General of the League of Nations; Mr. Arthur Henderson, President of the Disarmament Conference; Mr. Schulthess, Vice-President of the Swiss Federal Council; Mr. Frédéric Martin, President of the Conseil d'Etat of the Republic and Canton of Geneva; Mr. G. de Michelis, President of the International Institute of Agriculture; Mr. Léon Jouhaux, on behalf of the International Federation of Trade Unions; Mr. P. J. S. Serrarens, on behalf of the International Federation of Christian Trade Unions; Mr. A. Boissard, on behalf of the International Association for Social Progress; Mr. Léopold Boissier, on behalf of the Federation of Semi-official and Private International Institutions established in Geneva; Mr. C. K. Streit, on behalf of the International Association of Journalists accredited to the League of Nations; Mr. Dalimier, Minister of Labour, on behalf of the French Government; and Mr. H. B. Butler, Deputy-Director of the International Labour Office.

All the speakers paid homage to the memory of Albert Thomas, and made moving references to the principal features of his life, his personality and his work.

* * *

Immediately after the death of Albert Thomas a generous movement arose in many countries for giving material expression to the gratitude felt by the public towards him. Various suggestions have been made, for instance, for monuments, the publication of volumes, the endowment of funds, etc. At its last session the Governing Body of the International Labour Office, which itself had immediately felt that some such action would be fitting, showed itself deeply touched by this movement of universal sympathy, and appointed a Committee of three members, selected one from each Group: Mr. Picquenard for the Government Group, Mr. Oersted for the Employers'

Group, and Mr. Jouhaux for the Workers' Group, which it instructed to investigate the best practical means of perpetuating the memory of Albert Thomas.

This Committee has now held its first meeting, at which it tried to co-ordinate the suggestions already received and to prevent the dispersion of effort. It took note of the sketches for monuments already prepared and considered the question of publishing the principal speeches and reports made by Albert Thomas, together with certain unpublished works, etc.

A " Society of Friends of Albert Thomas " was also being formed. The Governing Body Committee spontaneously decided to continue its work in close touch with this Society, since its aim is precisely that of perpetuating the memory of Albert Thomas by the means considered most appropriate and by a co-ordination of efforts wherever possible.

The Society will have its offices at Geneva, at the International Labour Office. It has already made a provisional appointment of its officials, who will welcome new members and advice and suggestions from all, whatever their country, who at any time wish to give expression to the universal gratitude felt towards Albert Thomas.

THE REPUBLIC OF TURKEY ENTERS THE ORGANISATION

An important event took place at the sitting of the Extraordinary Session of the Assembly of the League of Nations held on 18 July, 1932 : the entry of the Republic of Turkey into the League of Nations and therefore also into the International Labour Organisation.

It will be remembered that semi-official and very cordial relations have existed for some time between Turkey and the International Labour Office. Information has been exchanged ; and the Draft Labour Code of the Republic was submitted a few months ago to the Office for examination, at the request of the Angora Government, and became the subject of correspondence.

For five years Turkey has regularly sent an observer to all the Sessions of the International Labour Conference. This year's observer, Mehmet Ali Fuat Bey, speaking at the sitting of the Conference on 21 April last, laid special stress on the significance of this fidelity. " Nothing can be more natural," he said, " than the presence of a Turkish representative at this International Labour Conference, for the young Turkish Republic is one of the States which has always given the greatest prominence to social and economic questions."

Mr. Justin Godart, French Government delegate, and the President of the Conference, in welcoming the presence of Mehmet Ali Fuat Bey, both expressed their feeling that the constant interest displayed by the Turkish Government in the work of the Organisation was an anticipation of the future, a kind of promise of adhesion.

These hopes have now been realised, and the International Labour Organisation as a whole can congratulate itself on including among its Members —now 57 in number—that great country in the Near East which, as Mr. Justin Godart said at the last Conference, " is building up so much progress on so great a past."

COMMITTEE ON COST OF LIVING AND WAGES STATISTICS

The Committee on Cost of Living and Wages Statistics met at the International Labour Office on 2 and 4 July under the Chairmanship of Dr. Riddell (Canada).

It dealt with the observations submitted by the statistical offices of the countries concerned on the results of the comparative study carried out by the International Labour Office into the cost of living in Detroit (United States) and a certain number of European cities.

On the basis of these observations, the Committee, in accordance with the instructions received from the Governing Body, finally approved the text of the study which will now be published in French and German as well as in English.

Before closing the meeting, the Chairman, Dr. Riddell, stressed the value of the positive results achieved after some three years of research and discussion.

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A SPECIAL MEETING OF THE GOVERNING BODY.

Unemployment and the Reduction of Hours of Work.

At the request of Mr. de Michelis, Italian Government representative, a Special Meeting of the Governing Body of the International Labour Office was called by its Chairman, on 21 and 22 September, to discuss the reduction of hours of work in industry in view of the widespread unemployment which now prevails throughout the world.

Since the Organisation was established, this is the first time that the Governing Body has met under such conditions, which suggests how important and urgent the problem is that has necessitated a Special Meeting.

As a matter of fact, this problem would have come before the Governing Body in the regular way at its next ordinary Session, which is to take place at Madrid from 24 to 28 October, and will consider, among other things, the Resolutions adopted at the last Session of the International Labour Conference. These Resolutions included one submitted by Mr. Jouhaux, French workers' delegate, inviting the Governing Body of the International Labour Office "to investigate the question of the legal institution of the forty-hour week in all industrial countries, with a view to the early adoption of international regulations on the subject."

In consequence, however, of the aggravation of unemployment, which threatens to become even more severe during the forthcoming winter, and also of the proximity of the World Economic Conference, which is expected to be held at the end of the year and at which it is inevitable that all the great industrial problems will be raised, Mr. de Michelis considered that it was impossible to wait until the end of October to prepare schemes for rapid action with a view to reducing individual hours of work in industry as a means of employing a larger number of workers. For this reason, he asked for an urgent meeting of the Governing Body and proposed that a special Session of the International Labour Conference should be convened.

On further consideration, it was found that this latter proposal would meet with serious constitutional difficulties, owing to the time limits fixed by the Treaty of Peace for convening the Conference and for sending the preparatory documentation to all the States Members. When the special Session of the Governing Body opened, Mr. de Michelis therefore agreed with the International Labour Office in suggesting a procedure which could be applied more easily and which was finally adopted. The principal stages of this procedure may be summarised as follows.

In January next, a Tripartite Preparatory Conference (that is to say, the Government, employers and workers of each State will be represented) will be held at Geneva. It was at first proposed to convene this Conference before the end of 1932, but to facilitate the participation of oversea countries the Governing Body decided on a later date.

The Conference will consider the technical problems arising out of a reduction of hours of work, which will be discussed in a report of the International Labour Office. This report will cover miners and salaried employees as well as industrial workers in general, but will leave seamen and agricultural workers out of account.

At its January Session the Governing Body will have before it the conclusions of the Preparatory Technical Conference, and will decide whether they should be communicated to the World Economic Conference and possibly to Governments for consideration as bases for the conclusion of bilateral or multilateral agreements on the reduction of hours of work.

At its meeting this October the Governing Body will fix the final agenda of the Preparatory Technical Conference, and will decide whether the question of the reduction of hours of work should be placed on the agenda of the 1933 Session of the International Labour Conference with a view to the adoption of one or more Draft Conventions or Recommendations.

It had been suggested that the Governing Body should decide at once on this latter question, but in accordance with the Standing Orders a vote could not be taken without a unanimous agreement to that effect, which in this case was not forthcoming. The question will therefore be reconsidered at the Madrid Session.

However this may be, the decisions now taken by the Governing Body have carried the problem of hours of work a stage further. It is only fair to add that they were adopted after thorough discussion, which gave a very definite impression that all the groups were agreed on the need of a detailed study of the problem and of making every possible effort to remedy the general depression. Any differences of opinion there were related solely to procedure and methods.

The Governing Body stressed the continuity of the work of the Organisation by also passing a resolution submitted by Mr. Picquenard, urging the Governments to ratify existing Conventions on hours of work. Finally, it displayed its readiness to make use of every possible means of combating unemployment by adopting a resolution for speeding up the study of the schemes for large international public works initiated by Albert Thomas.

The following is a brief account of the Special Session of 21–22 September:

In opening the Session, the Chairman, Mr. Ernest Mahaim, first of all paid homage to the memory of two former members of the Governing Body who have recently died, Mr. Sanchis Banús, who represented the Spanish Government at the last Session, and Mr. Henrik Vedel, representative of the Danish Government and substitute for the representative of the Belgian Government.

The three groups associated themselves with the President's words.

Mr. Bramsnaes, representative of Denmark, and Mr. Negrin, representative of Spain, thanked the Governing Body, in the name of their respective countries, for the sympathy expressed.

The Governing Body then passed to the examination of the question for which it had been convened, that of the reduction of hours of work as a means of combating unemployment.

The Chairman made a brief reference to the fact that he had convened the Governing Body at the suggestion of Mr. de Michelis, representative of the Italian Government.

Mr. de Michelis stated the reasons which had led his Government to suggest an immediate meeting of the Governing Body. At the end of his speech he submitted a draft resolution to convene a preparatory meeting before the end of the year, in accordance with the suggestion of the International Labour Office, with the object of studying the technical problems which arise in connection with hours of work, and to place the question of " the reduction of hours of work " immediately on the agenda of the next Session of the International Labour Conference, with a view to the adoption of one or more Draft Conventions or Recommendations. Moreover, Mr. de Michelis asked the Governing Body to call a meeting as soon as possible of the Mixed Committee on Unemployment of the Committee of Inquiry for European Union, so that it might continue its investigations, with special reference to the question of the international public works proposed by Albert Thomas.

Mr. Picquenard, representative of the French Government, also submitted a draft resolution calling the attention of all the Governments which had not yet ratified the existing Conventions on hours of work to the importance of ratification in the present circumstances. He added that the French Government was ready to support any action calculated to lead in the near future to an international solution of the problem of hours of work, paying tribute to the initiative taken by Italy and recalling that this was not the first time that the question of hours of work and its bearing on unemployment had been dealt with by the International Labour Organisation.

Mr. Jouhaux referred to the proposals of the workers' group on previous occasions, the work of the Unemployment Committee of the Governing Body and the Resolution on the forty-hour week adopted at the last Session of the International Labour Conference. Speaking on behalf of the entire workers' group, he supported the proposal to convene a Preparatory Technical Conference before the end of the year.

Mr. Grieser stated that the German Government agreed with the Italian Government's proposals in respect both of the subject to be treated and of the procedure contemplated. His Government believed the situation to be now such that it was possible to take steps which might increase employment.

Mr. Oersted made a statement on behalf of the employers' group, Mr. Olivetti (Italy) excepted, confirming the attitude taken up by the employers' group at the last Session of the International Labour Conference during the discussion on Mr. Jouhaux's resolution concerning the forty-hour week. The employers' group drew attention to the fact that the Governing Body, in pronouncing on the report of its Unemployment Committee, has already instructed the International Labour Office to study the problem of hours of work in connection with unemployment. It would therefore be better to wait until the completion of the work. As soon as the Office had prepared a complete report on the subject the time would be ripe for the Governing Body to decide what steps should be taken.

Mr. Schorsch (Austrian workers' representative) stressed the need for a reduction of hours of work and for the maintenance of the purchasing power of the working class. He supported the proposal to convene a Preparatory Technical Conference.

Mr. Riddell (Canadian Government representative), while making certain reservations as regards the probable practical results of Mr. de Michelis's proposals to call a Preparatory Technical Conference and to place the question of the reduction of hours of work on the agenda of the next Session of the International Labour Conference, stated that he was prepared to accept them. He did not, however, think it wise to complicate these questions by introducing that of international public works.

Mr. Olivetti (Italian employers' representative) gave it as his opinion that the International Labour Office must occupy itself with the question of reduction of hours of work. Mr. de Michelis' proposal could not be met merely with an indefinite adjournment. It would, however, no doubt be of advantage to distinguish clearly between the reduction of hours of work as a remedy at a moment of crisis and reduction as a permanent measure.

Mr. Brablec, representing the Czechoslovak Government, declared himself in favour of all international measures capable of leading to a reduction of hours of work in industry. He supported the proposal to convene a technical conference for this purpose before the end of the year.

Mr. Norman (British Government representative) stated that his Government was prepared to consider any proposals for a reasonable reduction of working hours combined with the maintenance of a reasonable standard of living. But he did not believe that the procedure suggested in the Italian proposal and the Office report would provide a satisfactory solution. He was therefore opposed to convening a Preparatory Technical Conference before the end of the year and to placing the question of a reduction of hours of work on the agenda of the International Labour Conference in 1933. In his opinion, the International Labour Office should continue the investigation of the problem already begun and, after the results of that investigation were available, the question should be submitted to the Governing Body itself and not to any other body.

Mr. Yoshisaka (Japanese Government representative) believed that the present crisis justified a re-examination of the question of working hours. In principle, he would not object to the convening of a special Preparatory Conference or to the consideration of the question by the International Labour Conference, provided that Article 401 of the Treaty of Peace were observed, that is to say, that oversea countries would have sufficient time to study the question beforehand. He also urged that the material collected by the International Labour Office should be completed.

Sir Atul Chatterjee (Indian Government representative) also pointed out the practical impossibility for distant countries of participating in a Special Conference convened at so early a date as that proposed. He did not think that such a Conference, held in such conditions, would lead to any practical results.

Mr. Lambert-Ribot (French employers' representative) stressed the difficulties of the problem of hours of work as now before the Governing Body. It was no longer a social problem but an economic problem with a variety of aspects. By inopportune action the International Labour Office might run the risk of creating serious economic disturbance. The question must therefore be examined with all possible precautions, and in the first place the documentation, which he considered at present insufficient, should be completed. Mr. Lambert-Ribot criticised the proposal to convene a Preparatory Technical Conference. He concluded his speech by demanding: (1) that there should be a definite programme for the study of the problem of hours of work which should cover the economic as well as the social aspects; (2) that the discussion should take place not at a Special Conference but in the Governing Body itself, sitting, if need be, as a general committee; (3) that the decision whether to place the question of the reduction of hours on the agenda of the International Conference should not be taken by the Governing Body until its Session in January next.

Mr. Hayday (British workers' representative), replying to those speakers who seemed to him to believe that the hours of work question was an entirely new one to the Governing Body, stated that this was by no means the case but that thorough investigations had been made. The repeated demand for additional study simply meant a playing for time. He was surprised at the attitude of the British Government and reminded the Governing Body that the British working-class movement had, on the contrary, clearly expressed itself in favour of a forty-hour week without any reduction in weekly earnings. Mr. Hayday concluded by supporting, with the workers' group as a whole, the proposal for convening a Preparatory Technical Conference and placing the question before the next Session of the International Labour Conference.

Mr. Negrin (Spanish Government representative) also supported this proposal, as well as Mr. Picquenard's draft resolution urging the Governments to ratify the existing hours of work Conventions at the earliest possible date. Mr. Negrin also supported Mr. de Michelis's resolution in favour of speeding up the execution of large international public works. He stressed the urgency of taking measures with respect to unemployment.

Mr. Forbes Watson (British employers' representative) drew attention to the difficulties of the problem, which, he said, was not merely a labour question since the solution depended on all the economic and commercial factors of the depression. The employers fully agreed that the question should be studied. What they objected to was merely a hasty decision. A genuinely practical solution must be sought instead of merely making gestures; otherwise the unemployed would say " we asked for bread and you gave us a stone." Mr. Forbes Watson considered that the procedure proposed in Mr. de Michelis's resolution was not the best He therefore opposed the convening of a Preparatory Conference and the inclusion of the question of the reduction of hours of work in the agenda of the next International Labour Conference. First of all, the studies and inquiries on the question undertaken by the International Labour Office should be continued and completed, and not until then would it be possible to say whether, in fact, a reduction of hours in industry would tend to produce the result desired, that is to say, a reduction of unemployment. At present there was no guarantee that this would be so.

Mr. Mertens (Belgian workers' representative) pointed out that a year ago the workers' group had proposed that the Governing Body should authorise the Director of the International Labour Office to convene a Conference of the States concerned with a view to inquiring into the possibility of international agreements on a reduction of working hours. At that time the proposal obtained only 6 votes, those of the workers' group. To-day the workers' group was gratified to see that the situation had changed and that many Governments were expressing a different view. Mr. Mertens, with the full agreement of his group, supported the proposal to convene a Preparatory Technical Conference before the end of the year. Whatever happened, nothing would prevent the International Labour Conference in 1933 from discussing the problem of hours of work. It would therefore be better to prepare for this discussion by the Technical Conference contemplated for November or December. The decision could not be postponed repeatedly on the pretext that the documentation was incomplete. Besides, there would be the World Economic Conference, which the last International Labour Conference had asked for in its Resolution. At this World Economic Conference it was indispensable that representatives of the International Labour Office should be present to submit carefully studied proposals on the question of hours of work. Mr. Mertens pointed out that the Preparatory Technical Conference must necessarily be a Tripartite

Conference, since it was inconceivable that, at a meeting responsible for finding remedies for the unemployment from which 30 million workers suffered, the workers should have no chance of making themselves heard. He added that for his part he would willingly agree that countries not members of the International Labour Organisation should be invited to attend the Preparatory Conference.

Mr. Čurčin (Yugoslav employers' representative) criticised Mr. de Michelis' proposal chiefly from the economic standpoint. He held that the time was not opportune for making the experiment of a new international Convention on the forty-hour week, which would add even more to the cost of production, considering that the Washington Convention on the forty-eight hour week had not yet been fully incorporated in the economic system.

Mr. Oersted (Danish employers' representative) expressed his entire conviction of the good intensions of the Italian Government in putting forward its proposal. In view of the depression and its disastrous consequences it was easy to understand the apprehensions of statesmen and their efforts to find a way out of the present situation. But the Governments and the workers were not the only ones to suffer from the crisis. The employers suffered too; and they too were ready to make every effort to find a remedy. The point at issue was, however, just what remedies to use. Mr. Oersted drew attention to the fact that the Italian proposal aimed at a permanent reduction of hours of work and not merely a temporary reduction for the period of the depression. This was, in fact, also the workers' view. The question therefore ceased to be a merely social one, such as would have been involved by a provisional measure intended to relieve unemployment during the period of depression. It became an economic question. Mr. Oersted also raised the problem of the connection between a reduction in hours of work and wages. Employers were asked to make sacrifices, but were the workers prepared to show equal good-will? If so, they must declare themselves ready to share the available employment and the corresponding remuneration with their unemployed comrades. In fact, however, this was not so. On the contrary, they demanded the maintenance of their present wages, which meant an increase in hourly rates and therefore in the cost of production. Mr. Oersted expressed himself opposed to convening a Preparatory Technical Conference and supported the declarations of Mr. Lambert-Ribot and Mr. Forbes Watson. He also objected to the placing of the question of hours of work in the agenda of the next Session of the International Labour Conference. He was prepared to discuss the whole question in the Governing Body, but this meant that the studies of the International Labour Office on the question should be completed and submitted to the Governing Body in the form of a report. The report could then be considered by the Governing Body at a special session to be convened before the end of 1932 at Geneva. Mr. Oersted accordingly put forward an amendment on these lines to Mr. de Michelis's proposal.

Mr. Zagrodski, on behalf of the Polish Government, and Mr. Bramsnaes, on behalf of the Danish Government, stated their readiness to vote in favour of Mr. de Michelis's proposals.

Mr. de Michelis, in a brief speech, reviewed the various observations arising out of his proposals and made it clear that he would personally agree to inviting every State, whether or not a member of the International Labour Organisation, to the contemplated Preparatory Conference.

Mr. Jouhaux pointed out that among the many studies published during the last few years in favour of a reduction of hours of work, many, not to say most, emanated from manufacturers and not by labour leaders.

Mr. H. B. Butler, Director of the International Labour Office, in summing up the discussion stated that it showed that there was general agreement on the need of a thorough study of the situation and of making some kind of attempt to remedy unemployment. He then gave some details of the practical conditions in which the proposed Preparatory Technical Conference might be held.

The votes were then taken.

By 13 votes to 6, the Governing Body rejected Mr. Oersted's amendment to submit the problems raised by a reduction of hours of work, which will be set forth in all their aspects in a report by the Office, for examination at a meeting of the Governing Body to be called at Geneva before the end of 1932.

By 18 votes to 6, the Governing Body adopted Mr. de Michelis's proposal to have the technical problems concerning the reduction of hours of work, which will be set forth in a report of the Office, studied at a Tripartite Preparatory Conference to be held in January, 1933, at Geneva.

The Governing Body decided further that the conclusions of that meeting should be submitted to the Governing Body of the International Labour Office at its January Session so that it might consider the desirability of communicating them to the coming World Economic Conference and possibly to the Governments, to provide guidance for possible bilateral or multilateral agreements pending a possible discussion by the 1933 Session of the Conference.

It was further decided that miners and salaried employees should be covered by the reports to be submitted by the Office on the question of reduced hours of work.

Next, by 16 votes to 3, the Governing Body adopted Mr. de Michelis's proposal to request the Secretary-General of the League of Nations to take the necessary steps to call a meeting of the Mixed Committee on Unemployment of the Committee of Inquiry for European Union as soon as possible, so that it may discuss the questions which have already been considered at previous Sessions with a view to their being taken up as soon as possible with suggestions for practical action, special account being taken of the question of international public works proposed by Albert Thomas.

Finally, by 16 votes to 4, the Governing Body adopted the resolution submitted by Mr. Picquenard requesting the Office once again and with the utmost insistence to call the attention of all the Governments which have not yet ratified the Washington Convention of 1919 concerning the eight-hour day in industrial undertakings, the Convention of 1930 concerning hours of work in commerce and offices, and the Convention of 1931 concerning hours of work in coal mines, to the supreme importance in the present circumstances of the early ratification of the above-mentioned Conventions by the greatest possible number of States.

LARGE-SCALE NATIONAL AND INTERNATIONAL PUBLIC WORKS

The effects of the campaign initiated by Albert Thomas, and unremittingly pursued by the International Labour Office, in favour of the commencement of large-scale public works calculated to improve the economic equipment of the countries concerned, and at the same time to provide work without delay for some of the unemployed, are beginning to be visible.

During recent months numerous statesmen, economists and employers have given their support to the proposal. A first step in a policy of international collaboration in public works has been taken in North America, where the Governments of Canada and the United States, in a Treaty recently concluded, have undertaken the joint execution of a project to make the Great Lakes accessible to ocean-going vessels. Further, on 21 July, 1932, the President of the United States signed an Act appropriating the sum of $1,500,000,000 for the purpose of financing public works on a large scale. In France, the Minister of Public Works expressed the opinion, in a recent speech, that international agreements for the simultaneous execution of great public works constituted one of the most effective remedies for the dangers to which Europe was exposed, and added that the French Government was ready to respond to the appeal of the League of Nations; while the German Federal Chancellor has announced a vast programme of works providing for the expenditure of about 2,000,000,000 RM., and intended to give employment to 1,750,000 persons now out of work.

In the meantime the machinery of the League of Nations has not been idle. The Committee of Inquiry on Questions relating to Public Works and National Technical Equipment sat at Geneva from 7 to 10 September, 1932, with Mr. Dorpmuller, Director-General of the German Federal Railways, in the Chair. The International Labour Organisation was represented by three members of its Governing Body, Mr. Picquenard (Government group), Mr. Vogel (employers' group), and Mr. Jouhaux (workers' group).

The Committee examined a number of schemes for public works submitted by various Governments, which had previously been studied by reporters. Among these it retained the following, which it recommended to the attention of the Council of the League of Nations:

> A programme of development of the long-distance telephone cable system, a scheme for extending the Warsaw water supply and sewerage system, part of a programme of electrification works for Poland, and part of a scheme for the supply of gas in Polish Upper Silesia, submitted by the Polish Government;
>
> A scheme for the improvement of the Port of Belgrade and a programme for the improvement of the State railways, submitted by the Yugoslav Government;
>
> A programme of drainage in the Kara-Boaze, Messemvria and Mandra-Yakezli regions, submitted by the Bulgarian Government;
>
> A road modernisation programme submitted by the Austrian Government;
>
> A programme for the reconstruction of national roads submitted by the Hungarian Government.

Further, the Committee retained a number of schemes in principle, but reserved its decision regarding them until further information should be supplied by the Governments concerned. These were:

> Part of a programme of road and bridge construction, and a programme of drainage in the Vidin and Provaida region, submitted by the Bulgarian Government;
>
> A railway construction programme submitted by the Roumanian Government;
>
> A railway construction programme submitted by the Hungarian Government.

For the other schemes submitted to it, the committee did not consider the documentation supplied sufficient to allow it to reach a conclusion.

The Council of the League of Nations examined the Committee's report at its meeting of 24 September, 1932.

Mr. de Madariaga (Spain), reporter on the question, pointed out that the number of schemes retained was considerable, but that the Committee had had to confine itself to the technical point of view without considering the financing of the work. Since international action in regard to public works was part of the general task of economic reconstruction, the reporter proposed the transmission of the results of the Committee's work to the Commission of Experts set up by the Lausanne Conference, with a view to the possible inclusion of the question in the agenda of the coming World Economic and Financial Conference. He proposed further that the Committee's report be transmitted also to the Assembly of the League of Nations for its consideration.

Mr. Zaleski (Poland) after congratulating the, members of the Committee, stated that the time had come to contemplate giving practical effect to the schemes retained. He supported the reporter's proposal, for major public works should, in his view, be one of the principal factors in the economic and financial reconstruction of Europe, and more particularly of Central and Eastern Europe.

Mr. Yevtitch (Yugoslavia) also supported the reporter's proposals and expressed the opinion that the execution of large public works would prove to be one of the most effective means of combating the depression and of completing the work of the Stresa Conference.

Mr. Butler, Director of the International Labour Office, reminded the Council that these public works would be at least a partial remedy for unemployment.

The Council then adopted Mr. de Madariaga's report.

The Stresa Conference, which was appointed by the Lausanne Conference " with the duty of submitting to the Commission of Inquiry for European Union at its next session proposals as to measures required for the restoration of the countries of Central and Eastern Europe," also dealt directly with the problem of public works. It sat from 5 to 20 September, and, at the invitation of its Chairman, Mr. Georges Bonuet (France), Deputy and former Minister, the International Labour Office was represented by Mr. Maurette, Chief of the Division, and Mr. Viple, Chief of Section.

The Economic and Agricultural Committee's report, which the Conference adopted, insists on the need for the execution, at the earliest possible date, of great national and international public works.

In addition to the facilities to be provided for transport by existing means, the report states that "consideration should be given to the means of rendering easier and less costly the transport of agricultural produce—for example, by creating better installations in the ports of exportation, by organising the warehousing of cereals, by constructing silos, and by developing transport facilities by the construction of country roads and the organisation of shipping routes. A lowering of transport rates would mean a great reduction in farmers costs.

"Studies in this domain have been already undertaken. The first Director of the International Labour Office, Mr. Albert Thomas, made special efforts in the last year of his life to create a current of activities and ideas in favour of a policy of national and international public works. He laid stress on the moral and economic desirability of replacing unemployment relief by employment in ordinary constructive undertakings.

"It is to be hoped that the studies undertaken will be actively pursued and will shortly lead to the submission of concrete proposals. The Committee has been informed of the programme of international and national public works recommended by the Commission of Inquiry for European Union, the Assembly and the Council of the League as being likely to reduce the number of unemployed attenuate the effects of the economic crisis and contribute towards a resumption of activities beneficial to all workers. The utility of such a policy in a period of crisis cannot be doubted. All the countries in which these works are carried out have a direct interest in them, while the other countries derive an indirect benefit, not only in consequence of the substantial improvements enjoyed by all users, but as a result of orders for plant and material, their repercussion on purchasing power, and the demand for commodities.

"Such works also present psychological and moral advantages by enlisting the interest of all the countries of Europe in a joint co-operative undertaking.

"Already a large number of plans prepared by Governments have been examined by the competent Technical Sub-Committee of the League of Nations and of the International Labour Office; the majority of these plans concern the agricultural countries of Central and Eastern Europe.

"The Committee expresses the hope that the League of Nations, the Commission of Inquiry for European Union and the forthcoming World Economic Conference will adopt the decisions and take the measures necessary for the realisation, as speedily as possible, of the plans for public works answering to the needs outlined above, and particularly those which are in course of execution and run the risk of being interrupted for lack of capital."

This sentiment is repeated in the recommendations adopted by the Conference, where it is expressed as follows:

"The Committee recommends . . .

"10. The adoption of a programme of public works for improving economic conditions in Central and Eastern Europe, and particularly the disposal of agricultural products."

The report of the Stresa Conference was submitted to the Committee of Inquiry for European Union at the Session of that body which opened on 30 September. It will also be submitted to the coming World Economic and Financial Conference.

THE INTERNATIONAL LABOUR ORGANISATION AND THE ECONOMIC CONFERENCE

As stated in the *Monthly Summary of the League of Nations*, on 27 September, 1932, the Council of the League examined the question of the meeting of the Commission of Experts to prepare the coming World Economic and Financial Conference.

Mr. Paul-Boncour (France) recalled that at a former meeting it had been agreed that the International Labour Office should place its technical services at the disposal of the Commission of Experts and that the Committee of the Council should have the power to enlarge the Commission. Mr. Paul-Boncour expressed the opinion that it would be advisable immediately to associate the workers' organisations represented in the International Labour Organisation with the work of preparing the Conference.

Mr. de Madariaga (Spain) also spoke in favour of Mr. Paul-Boncour's suggestion.

Mr. Eden (Great Britain), reporter to the Council on the question, stated that the Committee of the Council, which was to meet on 3 October, would not fail to examine the question if, as he imagined, the representative of France then raised it.

The reporter's proposal was adopted.

THE EGYPTIAN PRIME MINISTER VISITS THE INTERNATIONAL LABOUR OFFICE

Sidky Pasha, the Prime Minister of Egypt, visited the International Labour Office on 15 September and was received by the Director, Mr. H. B. Butler. Their conversation turned chiefly on the Egyptian Government's plans for social legislation. It will be remembered that after his visit to Egypt last February, Mr. Butler, at the request of the Egyptian Government, submitted a report on the present conditions in industry in that country and the best methods of organising a Department of Labour. The present interview was concerned chiefly with the practical steps to be taken for applying the suggestions contained in that report.

Mr. Butler showed Sidky Pasha round the Office and explained to him the working of the various services.

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SIXTIETH SESSION OF THE GOVERNING BODY

At the invitation of the Government of the Spanish Republic, the Governing Body of the International Labour Office held its Sixtieth Session in Madrid from 24 to 28 October.

Important decisions were taken. In the first place the Governing Body definitely decided that the special Conference on the reduction of hours of work should open on 10 January, 1933. All the States Members of the Organisation will be invited to attend, and the Director was instructed to open negotiations with non-Member States with a view to their participation.

This Conference, to which each country will send a Government delegate, an employers' delegate and a workers' delegate, will study the technical problems arising out of the reduction of individual hours of work as a means of facilitating the employment of a larger number of workers and remedying unemployment. The conclusions reached will be of great interest to the World Economic and Financial Conference of London, which is to inquire into the means of remedying the present depression and reviving economic activity.

In addition, the Governing Body has now placed the reduction of hours of work on the agenda of the next Session of the International Labour Conference which will open in Geneva on 31 May, 1933, with a view to the adoption of international Conventions or Recommendations.

By these decisions, adopted by substantial majorities, the question of hours of work in which public opinion in every country is at present so rightly interested is now definitely open for international solution.

The Governing Body further made a provisional selection of questions for submission to the International Labour Conference in 1934, which are of the highest interest to several categories of workers, namely: the extension of the list of occupational diseases giving rise to compensation; the regulation of the employment of women on underground work in mines of all kinds; the measures to be taken to remedy the special consequences which unemployment involves for young persons; and workers' holidays with pay.

The agenda included over twenty other questions which were the subject of positive decisions tending to promote the normal development of the work of the Organisation.

The Governing Body brought into relief the universal character of the International Labour Office by selecting its new Chairman, Sir Atul Chatterjee, from among the representatives of oversea countries.

Finally, the holding of this Sixtieth Session in Madrid and the welcome given to the Governing Body were evidence of the even closer collaboration between the Spanish Republic and the Geneva institutions, and, in particular, the International Labour Organisation.

The proceedings may be summarised as follows:

In the absence of Mr. Francisco Largo Caballero, who was unable to be present owing to illness, the Session was opened on 24 October, 1932, by Mr. Fabra Ribas, Acting Minister of Labour, who welcomed the Governing Body on behalf of the Government of the Spanish Republic. He paid homage to the memory of the late Albert Thomas, and expressed his conviction that under the direction of Mr. Butler, Albert Thomas's successor, the International Labour Office would continue its unceasing work for social justice and progress, work in which it could count on the full support of Spain.

In this connection, Mr. Fabra Ribas said that Spain had from the first collaborated loyally in the work of the International Labour Organisation, and that the Government of the Republic intended not only to continue that collaboration but to take every necessary measure for making it as effective as possible. He referred to the Articles in the new Constitution which provided for the more or less automatic application of the various stages in the procedure for the ratification of International Labour Conventions, in the spirit and letter of Article 405 of the Treaty of Peace. This same spirit imbued the whole organisation of the Ministry of Labour, as established by Mr. Largo Caballero, with the aim of bringing national social legislation into harmony with international obligations. In spite of the tremendous tasks before it, the Government of the Spanish Republic would unceasingly pursue its efforts in this direction.

The Chairman of the Governing Body thanked Mr. Fabra Ribas for his welcome, and expressed the regret of all the members at the illness of Mr. Largo Caballero, Minister of Labour and Social Welfare, who had for many years been an esteemed member of the Governing Body. All the members of the Governing Body joined in wishing him a speedy recovery.

The Chairman, in the name of the Governing Body, thanked the Government of the Spanish Republic for its gracious invitation and the cordial welcome it had given the Governing Body. He spoke of the close bonds that have always united Spain to the International Labour Organisation and have become even closer under the new regime, and drew attention to the importance of the fourteen ratifications of International Labour Conventions by Spain since April, and of the Article of the new Constitution incorporating in Spanish law an essential provision of Part XIII of the Treaty of Peace, the charter of the International Labour Organisation.

After a moving reference to the memory of Albert Thomas, the Chairman of the Governing Body rapidly reviewed the questions on the agenda of the Session, including in particular the burning problem of the reduction of hours of work. He showed that, in spite of all the difficulties with which international institutions are now having to contend, the International Labour Organisation is continuing to develop. Even though there might be a world economic crisis, he said, there was no crisis for the Organisation.

Sir Atul Chatterjee (India), on behalf of the Government group, Mr. Oersted (Denmark) on behalf of the employers' group, and Mr. Mertens (Belgium) on behalf of the workers' group, also expressed their gratitude to the Spanish Government and their wishes for Mr. Largo Caballero's speedy recovery.

Mr. Albert Dalimier, Minister of Labour of France, explained that he had felt it a duty to attend the opening of this Session in person as evidence of the desire of the French Government to take an active part in the work of the International Labour Organisation. He paid a tribute to the Government of the Spanish Republic, which, by a particularly interesting Constitutional measure, had ratified all the International Labour Conventions so far adopted, and thus set an example.

In the international sphere it was not sufficient to convene committees, consult experts, prepare schemes and get them accepted, unless the final sanction was obtained. The speedy completion of the work of the past was all the more needed because of the urgency of the problems of to-day. The essential task of the moment was to find a solution for the crisis, for if satisfactory conditions of labour were to be maintained the first thing was to ensure that employment was to be had. Whatever the circumstances, world economy must be restored, and this would be the task of the forthcoming World Economic Conference of London. The International Labour Organisation would have an important part to play there. Its function was to standardise labour legislation in every country. By ensuring just and humane conditions of labour throughout the world, it would help to establish order and harmony in industry. At the same time, however, it must take a more close and direct part in the work of reconstruction, because it was becoming increasingly difficult to separate economic questions from social questions. In the future, even less than in the present, the International Labour Organisation would be unable to fulfil its social task if it left the general situation out of account. The French Government had constantly urged that the Organisation should be officially represented in the preparatory work for the London Conference and at the Conference itself. It believed that it was thereby acting in the spirit of those who had given the International Labour Organisation its charter, and, above all, of him who had done more and given it life, its first Director, Albert Thomas.

The International Labour Organisation would not be fulfilling its task if, at the London Conference, in the discussions between economists and in the controversies in which the arguments put forward would be supported by statistics, index numbers and theories, it failed to act as a constant reminder that the questions raised were not purely scientific problems, and that the figures and curves represented the fatigue of the workers, the distress of the unemployed, the suffering of mothers and children—in a word, the whole difficult life of millions of human beings. This, he said, was their principal task among those Governments and experts who would be seeking to set the economic machinery in motion again.

Mr. H. B. Butler, Director of the International Labour Office, also expressed his thanks to the Spanish Government for its welcome, and referred to the valuable part taken by Mr. Largo Caballero in the work of the Organisation from its earliest days. He expressed the regrets felt by all that Mr. Largo Caballero was unable to be present at the opening of this Madrid Session, which was due largely to his initiative. Referring to the circumstances under which the Session was being held, the Director drew attention to the importance of the decisions to be taken by the Governing Body in view of the forthcoming World Economic Conference. In spite of the tendency towards economic nationalism which was making itself felt in the world to-day, the imperative need for international action was nevertheless recognised. The Government of the Spanish Republic had always stood for a policy of international co-operation and for the promotion of a better social order. It had always firmly supported the International Labour Organisation, whose principles it had embodied in the National Constitution. The work it had done in this respect alone would make Madrid a particularly appropriate meeting place for the Governing Body. But further than that, the fact that the Governing Body was meeting there had a special meaning at a time when the social progress realised since the war was to some extent threatened by the effects of the world depression. By inviting the Governing Body to meet in Madrid, the Spanish Government had clearly affirmed its belief in the Organisation as a means of, on the contrary, maintaining and promoting that progress.

Reduction of Hours of Work.

The Governing Body then turned to the questions on the agenda, and dealt in the first place with the problem of the reduction of hours of work. It will be remembered that in September, 1932, on the proposal of Mr. de Michelis, Italian Government representative, the Governing Body, "recognising that the intervention of the International Labour

Office is necessary and urgent, not only in view of the fact that the World Economic Conference is to be held shortly, but also in view of the possible economic and social consequences of a possible increase in unemployment," decided that the technical problems concerning the reduction of hours of work should be studied at a Preparatory Tripartite Conference to be held in January, 1933, and that its conclusions might possibly be submitted to the World Economic Conference.

All the States Members of the Organisation will be invited to send three delegates each to this Conference, a Government delegate, an employers' delegate and a workers' delegate, as well as, if need be, technical advisers. It was decided that seamen and agricultural workers should not be covered by the studies of the Preparatory Conference, but that it would deal with miners and salaried employees as well as all industrial workers in general.

The exact date of this Conference and its agenda remained to be fixed, a subject on which the Governing Body was now called on to decide. It had further to decide on the question of including the reduction of hours of work in the agenda of the 1933 Session of the International Labour Conference with a view to the adoption of Conventions or Recommendations.

The Governing Body dealt with this latter point first of all.

Mr. Hammarskjöld, Swedish Government representative, and Mr. Lassen, Danish Government representative, supported the proposal to place the question of the reduction of hours of work on the agenda of the 1933 Session of the Conference immediately.

Mr. Oersted, Danish employers' representative, said that before such a decision were taken, the question to be submitted to the Conference should be more clearly defined. Would it be a temporary reduction of hours of work for the duration of the crisis, or a permanent measure similar to the 1919 Convention on the eight-hour day ? What would be the legal position resulting from the simultaneous existence of a Convention on the forty-eight-hour week and one on the forty-hour week ?

The Director pointed out that it would be desirable to place the question on the agenda for 1933 at once, so as to give the more distant countries time to participate usefully in the Conference. He suggested that the formula used should be a general one, such as : "The Reduction of Hours of Work : Report of the Tripartite Preparatory Conference."

Mr. Jonhaux, French workers' representative, said that the workers' group was opposed to any adjournment of the question. There was intense anxiety in all countries at the continuance and increasing prevalence of unemployment. The matter should be laid before the Conference without further delay. It was not yet time to determine the character of the future Convention. That would be done by the Preparatory Conference and the International Labour Conference itself. The decision before the Governing Body now was whether to place the question on the agenda of the Conference.

Mr. Norman, British Government representative, submitted a resolution proposing that the Governing Body should consider the results of the meeting of the Tripartite Preparatory Conference before deciding whether or not to place the subject of the reduction of hours of work on the agenda of the International Labour Conference.

Mr. Yoshisaka, Japanese Government representative, said that, owing to the distance of Japan from Geneva, his country would not be able to send a complete delegation to the Preparatory Conference in January. He did not oppose the placing of the reduction of hours of work on the agenda of the 1933 Conference provided that the time limits laid down by Article 401 of the Treaty of Peace were observed.

Mr. Picquenard, French Government representative, opposed Mr. Norman's resolution, and urged that the Governing Body should at once place the question of "the reduction of hours of work considered as a means of preventing or combating unemployment" on the agenda of the 1933 Session of the Conference. The question should not be regarded as referring to the present crisis only, but from a more general point of view, and it should be laid before the Conference at its next session. At a time when there were more than 25 million unemployed throughout the world, and when public opinion was justly alarmed at the increasing gravity of the crisis, it would seem incomprehensible that the International Labour Organisation should postpone consideration of the problem.

Mr. Kirkaldy, British employers' representative, said that he did not think the Governing Body could decide whether to place the question on the agenda of the Conference until it had the results of the Preparatory Conference before it.

Mr. Moore, Canadian workers' representative, opposed Mr. Norman's proposal for adjourning the decision. This would make it even more difficult for the oversea countries to be satisfactorily represented at the Conference.

Mr. Vogel, German employers' representative, laid stress on the need for obtaining the active participation of oversea countries in conferences which were to discuss the reduction of hours of work. If those countries were not included in the decisions taken, serious difficulties would result.

Mr. Guimaraes, Brazilian Government representative, supported the proposal to place the question on the agenda for 1933.

Mr. Weigert, German Government representative, also supported the proposal. The severity of the unemployment crisis called for immediate action. Germany was spending three milliard Reichsmarks a year on unemployment relief, and the budgets of many other countries were similarly burdened. Nothing should be left undone to find a remedy.

Mr. Anselmi, Italian Government representative, also opposed the British proposal for adjournment, and urged that the question should at once be placed on the 1933 agenda.

Mr. Lambert-Ribot, French employers' representative, expressed agreement with what Mr. Oersted had said. It would be very dangerous to embark blindly on a general, legal and compulsory reduction of hours of work. That would be trying a risky experiment on living matter, and the result might well be to increase instead of diminishing unemployment.

Mr. Oersted, Danish employers' representative, said that there was a fundamental difference between the question of hours of work as it arose at Washington in 1919 and as it arose to-day. Then it was a social problem, the object being to reduce hours of work in order to prevent excessive fatigue for the workers ; to-day the problem was an economic one : it was desired to increase the amount of available employment and to remedy the crisis. He entirely agreed with the workers' group that something must be done to alleviate unemployment, but he did not believe that the reduction of hours of work with the maintenance of the present level of wages would produce that result. On the contrary, it would increase costs of production, and consequently the cost of living. The method was a bad one. Speaking for the employers' group as a whole, he opposed the proposal to place the reduction of hours of work immediately on the agenda of the 1933 Conference.

Mr. Negrin, Spanish Government representative, supported the proposal to place the question on the agenda of the 1933 Conference immediately.

Mr. Gemmill, South African employers' representative, considered that most of the Governments of oversea countries were not likely to take very much interest in conferences on the reduction of hours of work.

Mr. Nieduszynski, Polish Government representative, supported the proposal to place the question on the 1933 agenda immediately.

Mr. Riddell, Canadian Government representative, said that although the oversea countries would find some difficulty in being represented at the proposed meetings, he would vote at once in favour of placing the reduction of hours of work on the agenda for 1933.

Sir Atul Chatterjee, Indian Government representative, said that the attitude of his Government was the same as that of the Japanese Government. As he had no definite instructions with regard to the question under discussion, he would abstain from voting.

The Governing Body then proceeded to vote. By 14 votes to 7 (the British Government and the six members of the employers' group) the Governing Body rejected the British proposal to take no decision whether to place the reduction of hours of work on the agenda of the International Labour Conference in 1933 until the results of the Preparatory Tripartite Conference to be held in January were known.

The Governing Body decided by 16 votes to 6 (the British Government and five members of the employers' group) to place the following question on the agenda of the 1933 Session of the International Labour Conference: "The Reduction of Hours of Work: Report of the Tripartite Preparatory Conference."

It was decided that the Preparatory Tripartite Conference on the reduction of hours of work should meet at Geneva on Tuesday, 10 January, 1933.

The Governing Body decided by 18 votes with 6 abstentions to instruct the Director of the International Labour Office to enter into negotiations with the States which are not Members of the International Labour Organisation with a view to securing their participation in the Preparatory Conference.

Resolutions of the 1932 *Session of the International Labour Conference*

The Governing Body considered the resolutions adopted by the International Labour Conference last April. Action has already been taken on two of these: that submitted by Mr. Jouhaux, Mr. Mertens and Mr. Schürch on the measures to be taken to remedy the economic crisis, and that submitted by Mr. Jouhaux on the introduction by law of the forty-hour week in all industrial countries.

The latter resolution had been considered by the Governing Body at its special Session of 21 and 22 September, at the same time as Mr. de Michelis's proposal on the subject. The result of its deliberations was the decision to convene a special Conference on the reduction of hours of work for 10 January next.

As regards the general resolution on remedies for the crisis, this was transmitted to the Council and Assembly of the League of Nations, which forwarded it to the Preparatory Committee for the London Conference and to that Conference itself. The calling of the World Economic and Financial Conference, which had been decided on in the meantime by the Lausanne Conference was, in fact, a first step towards carrying out the suggestions made by the International Labour Conference.

A resolution on the gold truce, adopted by the International Labour Conference on the proposal of Mr. Čurčin, Yugoslav employers' delegate, was submitted to the Financial Committee of the League of Nations, which stated that the question was dealt with by the final report of its Gold Delegation on the problems of distribution of gold and the improvements that might be introduced in the existing machinery of the gold standard.

The remaining resolutions of the 1932 Session of the International Labour Conference dealt with collective agreements in agriculture, opium smoking among workers, the calling of a Preparatory Advisory Conference on questions relating to colonies and mandated territories, the protection against accidents of workers employed in loading and unloading ships, the recruitment of native labour and long-term labour contracts, workers' housing, and the application of the provisions of the Treaty of Versailles concerning the fixing of the agenda of the Conference, etc. Most of these resolutions did not require any immediate decision on the part of the Governing Body.

During the discussion on the resolution concerning the action to be taken to remedy the economic crisis, some of the workers' representatives asked the Director of the International Labour Office to urge Governments to supply fuller information concerning the number of unemployed in their countries. They held it to be of the first interest to have as accurate figures as possible on this subject.

1933 *Session of the International Labour Conference*

The Governing Body decided that the next Session of the International Labour Conference should open on 31 May, 1933. It considered the preliminary reports drawn up by the International Labour Office on the questions on which a first discussion will take place at this Session. These questions are: unemployment insurance and various forms of relief for the unemployed, and methods of providing rest and alternation of shifts in automatic sheet-glass works. The reports were approved with a few modifications of detail.

Agenda of the 1934 *Session of the International Labour Conference*

The Governing Body made a preliminary selection of the questions that might be placed on the agenda of the 1934 Session of the International Labour Conference. The following four questions were previsionally chosen:

(1) Extension of the list of occupational diseases giving rise to compensation to include, among others, silicosis (a disease to which workers in industries in which the atmosphere becomes charged with siliceous dust are specially exposed), poisoning by phosphorus, arsenic, benzene, etc., in industries involving utilisation of these products, pathological manifestations due to radium, X-rays, etc.

(2) Regulation of the employment of women on underground work in mines of all kinds.

(3) Measures to be taken to remedy the special

consequences which unemployment involves for young persons.

(4) Workers' holidays with pay.

Under the Standing Orders, reports on the law and practice with regard to these questions in the different countries will be submitted to the Governing Body at its January Session, and it will then be finally decided whether they are to be placed on the agenda of the 1934 Session of the Conference.

Application of International Labour Conventions

The Governing Body adopted various measures for the improvement of the drawing up and consideration of the annual reports which Governments are required, under Article 408 of the Treaty of Peace, to furnish on the application of the International Labour Conventions which they have ratified.

It considered the draft ten-yearly reports prepared by the International Labour Office on the working of six Conventions adopted by the International Labour Conference in 1920 and 1921, dealing respectively with unemployment indemnity for seamen in case of loss or foundering of the ship, rights of association and combination for agricultural workers, workmen's compensation in agriculture, use of white lead in painting, age for admission of children to employment in agriculture, and weekly rest in industrial undertakings.

No proposals for revision were submitted in respect of any of these Conventions, which have been in existence for ten years. The Governing Body approved the reports on their working and decided to transmit them to the next Session of the International Labour Conference.

Decisions of the Assembly of the League of Nations

The Governing Body considered the decisions of the Assembly of the League of Nations which concern the International Labour Organisation. It noted with satisfaction the admission of Turkey and Iraq to the League of Nations and consequently to the International Labour Organisation. The Organisation now includes fifty-eight States Members.

Election of the Officers of the Governing Body

The Governing Body elected its new Officers, applying for the first time the new Standing Orders on the subject, adopted last year. According to these, the Chairman is appointed for one year and is not re-eligible until all the other members of the Government Group have occupied the Chair. A system of rotation has been adopted as between the Government representatives on the Governing Body, of whom there are twelve. Eight of these have permanent seats (the countries of chief industrial importance: Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan), and the remaining four are elected every three years by the International Labour Conference (at present they are Brazil, Denmark, Poland and Spain).

As Mr. Ernest Mahaim, the Chairman vacating office, represents a European country with a permanent seat, namely, Belgium, the Governing Body had this year to choose the Chairman from among the representatives of oversea countries with permanent seats. Sir Atul Chatterjee, Indian Government representative, was unanimously elected Chairman of the Governing Body, and his term of office began immediately after the close of the Sixtieth Session.

Next year the Chairman will be chosen from among representatives of the countries elected by the Conference.

In the name of the Governing Body as a whole, Mr. Ernest Mahaim congratulated Sir Atul Chatterjee on his election.

The following Vice-Chairmen were then elected: Government Vice-Chairman, Mr. Bramsnaes, Minister of Finance, Denmark; employers' Vice-Chairman, Mr. Oersted (Denmark); workers' Vice-Chairman, Mr. Mertens (Belgium).

Various Decisions

The Governing Body considered the record of the International Conference of Migration Statisticians, which was held at Geneva from 3 to 7 October, and was attended by representatives of twenty-five States, including the United States of America. The Governing Body decided by 16 votes to 6 to communicate the resolutions of this Conference to Governments.

It also considered the record of the recent meeting of the Special Committee of the Committee on Automatic Coupling, which drew up a draft administrative agreement for the creation of an international fund to finance practical tests of automatic coupling devices. The conclusions of the Special Committee were adopted by 11 votes to 1.

The Governing Body considered and adopted the report of the Committee on Social Charges dealing with the *International Year Book of Social Services*, the publication of which was decided on at a previous Session, the record of the meeting of medical experts on invalidity, old-age and widows' and orphans' insurance, recently held at Geneva, the report of its Standing Orders Committee on various questions of procedure, and the report of its Finance Committee.

Director's Report

The Governing Body discussed the Director's Report dealing with the work of the International Labour Organisation during the past months.

Participation of Oversea Countries in the Work of the Organisation

The Governing Body considered suggestions put forward by the representatives of oversea countries with a view to promoting the increased participation of these countries in the work of the Organisation. It decided that a meeting of members and deputy members of the Governing Body coming from oversea countries should be held at the January Session to discuss these suggestions further.

* * *

The discussion of the questions on the agenda having been completed, the Chairman, Mr. Ernest Mahaim, expressed the gratitude of the members of the Governing Body to the Spanish Government for its hospitality, and was supported by speeches made by Sir Atul Chatterjee on behalf of the Government group, Mr. Oersted on that of the employers' group, Mr. Mertens on that of the workers' group, and Mr. H. B. Butler on that of the International Labour Office.

Mr. Fabra Ribas, Acting Minister of Labour, replied in the name of Mr. Largo Caballero and of the Spanish Government as a whole, and reaffirmed the interest taken by the Government in the work of the International Labour Organisation.

Before closing the proceedings, the retiring Chairman, Mr. Ernest Mahaim, referred briefly to the events that had taken place during his year of office, and in particular to the tragic death of Albert Thomas. He thanked all his colleagues for the assistance they had given him in these circumstances.

Sir Atul Chatterjee, Mr. Oersted and Mr. Mertens expressed their gratitude to Mr. Mahaim, their admiration for the manner in which he had exercised his functions during the exceptionally difficult year he had held office, and their appreciation of his eminent services to the Organisation. Mr. Fabra Ribas joined in this unanimous homage in the name of the Spanish Government.

The Sixty-first Session will be held at Geneva in the week beginning 30 January, 1933.

SIR ATUL CHATTERJEE

Chairman of the Governing Body

As reported above, Sir Atul Chatterjee, K.C.I.E., Indian Government representative, was on 27 October elected Chairman of the Governing Body of the International Labour Office.

Sir Atul Chatterjee was born on 24 November, 1874. He was educated at Presidency College, Calcutta, and King's College, Cambridge, and passed first in the Indian Civil Service open competition in 1896. He served as Assistant Magistrate, Joint Magistrate, Magistrate and Collector in the United Provinces (1897 to 1906); as Registrar of co-operative societies in the United Provinces (1912 to 1916); as Revenue Secretary and then Chief Secretary to the United Provinces Government (1917 to 1919); as Member of the Board of Industries and Munitions (1920); as Secretary to the Government of India in the Department of Industries, and Member of the Council of India. From 1925 to 1931 he acted as High Commissioner for India in the United Kingdom.

He represented the Government of India at the First Session of the International Labour Conference at Washington in 1919, and at all its Sessions without exception from 1924 to 1932. He presided with authority over the Session of the Conference in 1927.

Sir Atul Chatterjee was also Indian Delegate to the Assembly of the League of Nations in 1925, member of the Imperial Economic Committee, Vice-President of the Economic Consultative Committee of the League of Nations, and Indian Delegate to the London Naval Conference.

He has been a Government Member of the Governing Body of the International Labour Office since 1926, and for one year Vice-Chairman of the Government Group.

Sir Atul Chatterjee has published various studies and articles, in particular on the industries of the United Provinces (1908) and various labour questions.

THIRTEENTH ASSEMBLY OF THE LEAGUE OF NATIONS AND THE INTERNATIONAL LABOUR ORGANISATION

Besides the administrative and financial measures applicable to the League institutions as a whole, the Thirteenth Assembly of the League of Nations adopted a number of other decisions which are of direct interest to the International Labour Organisation.

Admission of 'Iraq

In the first place, at its session of 3 October, the Assembly by a unanimous vote admitted to membership of the League of Nations the Kingdom of 'Iraq which, as is known, has now passed from the status of a mandated territory to that of an independent state. 'Iraq has thus automatically become a member of the International Labour Organisation also, bringing the number of States Members of the Organisation up to fifty-eight.

Cordial relations between the International Labour Office and 'Iraq had indeed already been established. In May, 1931, the Government of 'Iraq set up a special committee to consider and report on the extent to which International Labour Conventions could be adhered to or generally followed. To further the work of this committee, a delegation visited the Office and obtained abundant material for use in the preparation of labour legislation suited to the conditions of the country.

The International Labour Organisation as a whole welcomes the admission of 'Iraq with lively satisfaction. Following the admission of Mexico a year ago and of Turkey six months ago, this event marks a further stage in the progress of the Organisation towards complete universality.

Large-scale National and International Public Works.

The question of large-scale National and International Public Works, which was first brought into prominence by the late Albert Thomas, and the subsequent developments of which have since been regularly followed by the *Monthly Summary*, was considered by the Second Committee of the Assembly.

This question arose in two connections: first, in connection with the report on the work of the Communications and Transit Organisation, which contained an account of the work done by the Committee of Inquiry on questions relating to public works and national technical equipment, set up to examine the schemes for public works submitted by various Governments; and secondly, in connection with the general report on the economic and financial questions suitable for submission to the World Economic and Financial Conference.

It was unanimously agreed that the problem of public works should be discussed in detail in connection with all these questions. At the same time, the resolution adopted by the Assembly in respect of the Communications and Transit Organisation contains a paragraph stating that the Assembly "attaches special importance to the work accomplished by the Committee of Inquiry on questions relating to public works and national technical equipment."

During the discussion of the general report on economic and financial questions, the problem of public works was in fact the subject of thorough discussion, in which a number of delegates took part and which resulted in the adoption of a resolution stating that the Assembly "notes with satisfaction the resolution adopted by the Council of the League of Nations to submit the question of large-scale public works to the Preparatory Commission of the coming Economic and Financial Conference."

Another resolution, adopted on the proposal of the Irish Free State delegation, "calls the attention of the Economic and Financial Conference and of those who are responsible for the preparation of that Conference, to the resolution passed on 30 April, 1932, by the International Labour Conference, and transmitted by the Council to the Assembly, and to the results of the Stresa Conference." It will be remembered that the resolution adopted by the International Labour Conference on 30 April, like the Stresa report, contains an urgent appeal for the execution of public works.

Further, the report of the Stresa Conference, from which the last issue of the *Monthly Summary* reproduced the passage relating to the policy of public works in Central and Eastern Europe, was considered by the Commission of Inquiry for European Union, which decided to refer it to the Preparatory Commission of Experts for the coming World Economic and Financial Conference and to that Conference itself. This decision of the Commission of Inquiry for European Union was noted by the Sixth Committee of the Assembly.

By adopting in full session the reports of its Second and Sixth Committees the Assembly has therefore in effect, through different but convergent channels, officially referred the question of public works to the Preparatory Commission for the London Conference and to the Conference itself.

The International Labour Organisation and the World Economic and Financial Conference

As stated above, the Assembly, on the report of its Second Commission, took account in its resolutions of the resolution on the depression and the means of remedying it, adopted on 30 April by the International Labour Conference. The passages in these resolutions which bear more particularly on this point are reproduced below :

> " *The Assembly* "
>
> " (2) Asserts its conviction that the grave problems of the hour raised by the crisis can only find a solution in the effective and immediate co-operation of all countries, both in the sphere of trade and in that of finance ;
>
> " Considers that the most urgent task of the coming Economic and Financial Conference must be to seek all practical means of eliminating as speedily as possible the impediments of every kind that are paralysing international trade, and to facilitate the adjustments necessary for monetary stability and the restoration of credit ;
>
> " Urgently and solemnly appeals to all the Governments that will be represented at the Conference to make every contribution in their power to the solution of the present difficulties, and to enlighten public opinion as to the necessity of making the concessions indispensable to an international economic understanding, that being the sole means of restoring a normal situation ;
>
> " Calls the attention of the Economic and Financial Conference and of those who are responsible for the preparation of that Conference to the resolution passed on 30 April, 1932, by the International Labour Conference and transmitted by the Council to the Assembly, and to the results of the Stresa Conference."

In the meantime, the Committee of the Council of the League of Nations for the Organisation of the London Conference had recommended that the Preparatory Commission of Experts should associate representatives of the International Labour Office with its work in such measure as it should consider desirable.

When this Preparatory Commission of Experts met, its Sessions were therefore attended by the representatives appointed by the Governing Body of the International Labour Office, viz., Messrs. Weigert for the Government group, Oersted for the employers' group, and Jouhaux for the workers' group, who took part in the discussions of the Commission.

Miscellaneous Decisions

In the resolutions adopted on economic questions, again, the Assembly expressed the wish that the Economic Organisation of the League of Nations should continue to follow closely and support the work of the International Committee on Inter-co-operative Relations, and that it should endeavour, in collaboration with the International Labour Office, to find the best means of making available to those concerned the information collected for this Committee concerning the progress of co-operation in the different countries.

The Assembly also decided to set up an Advisory Committee of Experts on Slavery in order to provide the League of Nations with more efficient means of furthering the work of abolishing slavery in all its forms, a work with which the Office has been associated since the question was first brought within the range of the activities of the League.

Finally, on the report of its Fifth Committee, the Assembly decided to transmit to the International Prison Commission an additional memorandum on prison labour drawn up by the International Labour Office, which had previously submitted a report on this subject to the 1931 session.

AN INTERNATIONAL CONFERENCE OF MIGRATION STATISTICIANS

An International Conference of Migration Statisticians met at the International Labour Office from 3 to 7 October.

The Conference was attended by representatives of twenty-five countries : Albania, Austria, Brazil, Canada, China, Cuba, Denmark, Estonia, Finland, France, Germany, Hungary, Italy, Japan, Mexico, the Netherlands, Nicaragua, Poland, Portugal, Spain, Sweden, Switzerland, United States of America, Uruguay and Yugoslavia.

The Conference elected as its Chairman, Mr. Henri Montel (Austria), and as Vice-Chairmen, Professor Walter F. Willcox (United States of America) and Dr. A. Molinari (Italy).

After a lengthy discussion the Conference unanimously adopted a Report suggesting the lines along which the various countries should endeavour to remove the imperfections from the international point of view which at present exist in migration statistics.

The Report states among other things that as a general rule migration statistics should endeavour to include every international act of removal for a certain length of time, excluding tourist traffic.

Efforts should be made to distinguish between permanent migration (for more than one year) and temporary migration (for less than one year with the exception of frontier movements).

Every country should compile statistics of emigration and of immigration, both of which should if possible cover both nationals and aliens. Countries of transit should compile separate statistics of transmigrants.

Side by side with international migration tables it would be desirable to have tables of the migration movements between various territories belonging to a single State but situated in different continents.

Among the possible methods of compiling the statistics required by the regulations of every country the Conference devoted its attention particularly to port statistics (passenger lists, etc.), statistics of declarations of residence, statistics of frontier control and statistics of coupons detached from certain documents.

In order to have complete and uniform statistics of international migration movements, it would be well if every country adopted a single method based on the issue of an identical individual document. Such uniformity could be achieved only after overcoming serious difficulties and after some considerable time, so that further study was thought to be necessary. The Conference suggested that this study might be carried out by scientific collaboration between the competent services of the International Labour Office and of the International Statistical Institute which has already made certain proposals in this connection.

SCHEME FOR AN INTERNATIONAL FUND FOR FINANCING TESTS OF AUTOMATIC RAILWAY COUPLINGS

The question of introducing into Europe a system of automatic coupling for railway vehicles seems likely to enter upon a new phase, as a result of the meeting which the special Sub-Committee set up to study its technical aspects has just held at the International Labour Office.

This Sub-Committee, which was set up in 1931 by the Tripartite Committee, constituted in consequence of a decision of the International Labour Conference, is composed as follows: Government delegates: Mr. Grimpert (French) and Mr. L. Ciardi (Italian); employers' delegate: Mr. Ackermand (German); and workers' delegate: Mr. Nathans (Dutch). The Governing Body of the International Labour Office is represented on the Sub-Committee by Mr. C. H. Tzaut (Swiss) for the employers' group, and Mr. Schürch (Swiss) replaced by Mr. Held (Swiss) for the workers' group.

Mr. Leverve, secretary-general of the International Railway Union, attended the meeting.

In the course of the two sittings that it held at the International Labour Office on 8 October, the Sub-Committee examined and unanimously approved a draft administrative arrangement to be concluded between a certain number of Governments with a view to the creation of an international fund for financing tests of automatic couplings.

This is a suggestion that the late Albert Thomas had put forward to a previous session of the Sub-Committee, and the Governing Body of the International Labour Office had approved, with the object of removing the problem of automatic coupling from the domain of theoretical study into that of practical trials in ordinary service conditions.

The advantages of automatic couplings over the screw couplings now in use on European railways are well known.

The first and most important advantage, which is universally admitted, is the elimination of the serious risks to which the use of screw couplings exposes shunters by compelling them to go between vehicles to couple them or uncouple them. It will be remembered that a considerable number of accidents occur every year in such operations and lead to death or permanent disablement of some of the victims. It is primarily for this reason that the adoption of automatic couplings seems highly desirable to the railwaymen's trade unions.

Further, in the course of the investigations undertaken, other considerations have been put forward in favour of the desired change. In the first place, automatic couplings seem likely to permit of considerable savings in railway operation.

Secondly, in view of the steadily growing tendency to increase the weight of trains it is to be foreseen that the time is not far off when screw couplings will be unable to meet traffic requirements.

Lastly, the construction of the couplings and the conversion of existing vehicles would provide work for a substantial number of unemployed. For Europe, excluding the U.S.S.R., the employment of about 320,000 men on this work for five years has been contemplated.

There are therefore very strong grounds for introducing automatic couplings in Europe as soon as possible. The question appears to be ripe from a technical standpoint. Couplings satisfying the conditions laid down by the International Railway Union are in existence. A definite decision could be taken as soon as the necessary tests with a view to the selection of the best system have been completed.

But there are financial difficulties in the way of these tests. They will have to be carried out in ordinary service conditions with a considerable number of vehicles. The estimated expenditure is high, and it is for this reason that the Sub-Committee, at the suggestion of Albert Thomas, had contemplated the creation of an international fund to meet this expenditure.

The problem is essentially international since railway traffic is international, and it would be impossible to contemplate any solution other than a general and simultaneous change, at least on all the standard gauge systems of continental Europe. It is thus only natural to seek a solution through the financial co-operation of the countries chiefly concerned.

INTERNATIONAL COMMITTEE OF MEDICAL EXPERTS FOR INVALIDITY AND OLD-AGE INSURANCE

The International Committee of Medical Experts for Invalidity and Old-Age Insurance met at the International Labour Office on 12, 13 and 14 October.

This Committee, which consists of the medical advisers to the most important national invalidity and old-age insurance institutions, was instructed by the International Labour Office to draw up guiding principles for the curative and preventive work to be undertaken by invalidity and old-age insurance institutions.

In the opinion of the Committee, the purpose of the medical benefits granted by the insurance scheme should be to restore the health and social status of insured persons, pensioners and members of their families. The medical service of the insurance institutions should make provision for the systematic discovery and early diagnosis of diseases as well as for adequate and rational but inexpensive treatment.

After laying down the general lines of a programme for combating social diseases, the Committee declared that the insurance institutions should take an active part in fighting these diseases, and should collaborate to this end with other services, institutions or associations for social medical work.

The Committee paid a tribute to the very valuable contribution which the insurance institutions had made to the development of the existing health equipment, and pointed out that when such general equipment was inadequate the insurance institutions were entitled, and even bound, to create any institutions which might be necessary for providing insured persons and members of their families with the preventive and curative treatment which they require.

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THE CAMPAIGN AGAINST THE DEPRESSION

Reduction of Hours of Work—Large-Scale Public Works—Preparation of the World Monetary and Economic Conference

The International Labour Organisation is systematically carrying on its share of the work of fighting the world depression, assigned to it by the resolutions adopted by the International Labour Conference, on the lines fixed by the decisions of the Governing Body. Its efforts are at present directed towards three points in particular:

(1) The study of the possibilities of finding work for the unemployed by way of international measures for reducing hours of work;

(2) An international policy of large-scale public works capable of giving employment in the near future to a large number of workers and of reviving industrial activity;

(3) Labour participation in the forthcoming London Conference, whose decisions may be of great importance to the future development of world economy and therefore to the situation of millions of workers.

The first of these questions is within the competence of the International Labour Organisation. For the other two, its part lies at present chiefly in collaborating with the directly competent international bodies set up by the decisions of the Council of the League of Nations or the Lausanne Conference.

For the study of the technical problems arising out of the reduction of hours of work, the International Labour Office, in pursuance of the decisions of its Governing Body, has convened a Tripartite Preparatory Conference to open at Geneva on 10 January, 1933. All the States Members of the Organisation have been invited to send a Government delegate, an employers' delegate and a workers' delegate each, and it is open to them to include advisers in their delegations. In addition the Director has approached the States which are not members of the Organisation with a view to securing their participation in this special Conference.

In view of this Conference the International Labour Conference has brought together in a report, now in the press, all the material it has been able to collect on the different aspects of the question of the reduction of hours of work.

The questions of large-scale public works and the participation of the International Labour Office in the preparation of the Monetary and Economic Conference in London both came before the Committee of Experts responsible for preparing this Conference, who held their first session at Geneva from 31 October to 9 November.

This Committee, when fixing on its procedure, decided also on the method of participation by the representatives of the International Labour Organisation, namely, Mr. Weigert (Germany representing the Governments, Mr. Oersted (Den)mark) representing the employers, and Mr. Jouhaux (France) representing the workers, nominated by the Governing Body. It then divided into two sub-committees, to consider respectively monetary questions and economic questions.

The Economic Sub-Committee heard statements by Mr. Weigert, Mr. Oersted and Mr. Jouhaux on international public works as a means of counteracting unemployment, and the Director of the International Labour Office, Mr. Butler, also took part in the discussion. Similar statements were made to the Monetary Sub-Committee by Mr. Oersted and Mr. Jouhaux, chiefly from the point of view of the financing of the public works in question.

On 7 November, when the reports on the work of the two sub-committees were considered by the Preparatory Committee of Experts at its plenary meeting, three representatives of the Monetary Sub-Committee—Mr. Beneduce, Mr. Rist and Mr. Fraser—were appointed to constitute, with representatives of the International Labour Organisation and of the Technical Committee of the Transit Organisation of the League, a special committee to give further study to the problem of public works. This Mixed Committee is to meet on 15 December.

DEATH OF MR. HERMANN MÜLLER

By the death of Hermann Müller, German Workers' Representative on the Governing Body of the International Labour Office, the International Labour Organisation has suffered yet another great loss.

Mr. Müller died at Berlin on 13 November, 1932. He was born at Werdau, in Saxony, on 10 February, 1868, and started life as a lithographer. In 1898 he went to work on the staff of the Social-Democratic daily at Bochum. He subsequently became a trade union secretary at Bremen in 1900, and member of the Central Secretariat at Berlin in 1905. He was for several years one of the vice-presidents of the German General Federation of Trade Unions. He was a member of the National Assembly of Weimar in 1919, and sat in the Reichstag from 1928 to 1932.

Mr. Müller was a member of the Governing Body of the International Labour Office since 1925, and took an active part in its work. He attended the Madrid Session barely two weeks before his death. He also took part in all the Sessions of the International Labour Conference since 1923, and was the mover of a number of resolutions adopted by the Conference, many of which were the starting point of useful activities.

SEVENTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Office has sent to the Governments of the States Members of the Organisation the agenda, in its final form, of the Seventeenth Session of the International Labour Conference which is to open in Geneva on 31 May, 1933.

This agenda includes no less than five items. In the first place there are the questions of the *abolition of fee-charging employment agencies*, and *invalidity, old age and widows' and orphans' insurance*, which were discussed for the first time at the 1932 Session and will therefore come up for the second and final discussion in 1933 with a view to the adoption of draft Conventions or Recommendations.

Two other questions are coming before the 1933 Conference for the first time: that of *methods of providing rest and alternation of shifts in automatic sheet glass works* and that of *unemployment insurance and various forms of relief for the unemployed*, a subject of special importance in view of the persistence of the economic depression.

Following the usual procedure of the International Labour Conference, these two questions will be discussed for the first time at the Seventeenth Session with a view to determining the points on which Governments are to be consulted in order to enable the preparation of the final decisions to be taken at the following session.

There is another problem closely linked up with the economic depression which forms the fifth and last item on the agenda of the International Labour Conference for 1933, the question of the *reduction of hours of work*. On this subject the Conference will have before it the report of the Tripartite Preparatory Conference which has been convoked specially and will meet in Geneva on 10 January to study the technical aspects of this question.

The International Labour Conference will also examine at its Seventeenth Session the ten-yearly reports on the application of six international Conventions adopted in 1920 and 1921 with regard to which no proposal for revision has been made.

A report will also be submitted to the Conference on collective agreements in agriculture.

Finally, as is customary, the Conference will discuss the report of the Director of the International Labour Office on the work of the Organisation and the annual reports submitted by States in virtue of Article 408 of the Treaty of Peace concerning the measures taken by them to enforce the Conventions which they have ratified.

NIGHT WORK OF WOMEN

On 15 November, 1932, the Permanent Court of International Justice gave an advisory opinion on the interpretation of the Convention *concerning the employment of women during the night*, adopted by the International Labour Conference at its First Session (Washington, 1919). The Court was consulted on the question whether this Convention applies to women who, in industrial undertakings, hold positions of supervision or management and are not ordinarily engaged in manual work.

Some uncertainty had arisen in this connection. In 1930 the British Government proposed the express exclusion from the scope of the Convention of women holding posts of supervision or management, and a proposal for revision of the Convention in this sense was laid before the International Labour Conference in 1931. As the two-thirds majority required by the Treaty was not obtained, the proposal was defeated.

But the discussions of the Conference on this subject allowed some doubt to remain. The text of the Convention, which refers to "women without distinction of age," was still the subject of differences of view, some States claiming that the provisions should only be applied to certain classes of women, while others held that the Convention should be applied without exception to all women employed in the industrial undertakings to which it refers.

With the object of putting an end to these differences, the Governing Body of the International Labour Office decided in April, 1932, to obtain the opinion of the Court. The latter, by its decision of 15 November, has replied in the affirmative to the question submitted to it. By 6 votes to 5 the Court decided that the Convention applies to women holding positions of supervision or management and not ordinarily engaged in manual work.

This is the sixth occasion on which the Permanent Court has given an advisory opinion in regard to the working of the International Labour Organisation ; it is, however, the first time that it has given an opinion on the interpretation of a Convention adopted by the Conference.

COMMITTEE ON NATIVE LABOUR

The Committee of Experts on Native Labour held its fourth Session at the International Labour Office from 27 October to 2 November, 1932.

The meeting was attended by the following experts : Dr. José d'Almada (Portugal) ; Major H. S. Cooke (Union of South Africa) ; Sir Selwyn Fremantle (India) ; Dr. Albrecht Gohr (Belgium) ; Mr. Nobumi-Ito (Japan) ; Mr. Camille Lejeune (France) ; Lord Lugard (Great Britain) ; Mrs. Marzorati (Belgium) ; Mr. Lodovico Pollera Orsucci (Italy) ; Freiherr von Rechenberg (Germany) ; Mr. van Rees (the Netherlands).

Mr. Gohr was elected Chairman.

It will be remembered that as soon as it was set up this Committee decided that the two problems of native labour which were most urgent from the international point of view were those of forced labour and contract labour. The question of forced or compulsory labour having been regulated by the adoption of a Convention and two Recommendations at the 1930 Session of the International Labour Conference, the Committee of Experts at its recent session was able to devote all its attention to the delicate question of contract labour.

It decided to study the question from a very wide angle, including not only long-term contracts but also all forms of engagement, irrespective of their duration, for which a written contract was concluded.

It recommended a number of principles concerning the recruiting and engagement of native workers, with special provisions which should apply in the case of workers who emigrate for employment in another country.

The Committee also discussed at considerable length the problems arising out of the nature of the contract of labour, its form, contents and duration.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 30 November, 1932, the number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 488. The number of ratifications authorised by the competent national authorities by that date, but not yet registered with the Secretary-General of the League of Nations was 52.

During August, September, October and November, 21 new ratifications were registered.

Belgium ratified the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference in 1921.

Bulgaria ratified the Convention concerning forced or compulsory labour (1930).

Czechoslovakia ratified the Convention concerning workmen's compensation for occupational diseases (1925).

Finland ratified the Convention concerning the marking of the weight on heavy packages transported by vessels (1929).

Hungary ratified the Convention concerning the creation of minimum wage fixing machinery (1928).

India ratified the Convention concerning seamen's articles of agreement (1926).

Japan ratified the Convention concerning forced or compulsory labour (1930).

Spain ratified the Conventions concerning : the employment of women during the night (1919) ; the minimum age for admission of children to industrial employment (1919) ; the night work of young persons (1919) ; the age for admission of children to employment in agriculture (1921) ; the rights of association and combination of agricultural workers (1921) ; night work in bakeries (1925) ; workmen's compensation for occupational diseases (1925) ; sickness insurance for workers in industry and commerce and domestic servants (1927) ; sickness insurance for agricultural workers (1927) ; the marking of the weight on heavy packages transported by vessels (1929) ; the protection against accidents of workers employed in loading or unloading ships (1929) ; forced or compulsory labour (1930) ; the regulation of hours of work in commerce and offices (1930) ; hours of work in coal mines (1931).

By these fourteen new ratifications Spain has brought the number of its ratifications of International Labour Conventions to thirty, and thus takes the lead among the States Members of the Organisation from this point of view.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE
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This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.*

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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION DURING 1932

General Characteristics

During 1932 the International Labour Organisation suffered the most severe loss in the person of Albert Thomas.

The man who was the real creator and moving spirit of the Organisation and who had left his mark indelibly upon it died suddenly on 7 May after one of those days of strenuous exertion of which his whole life had been made up for the past twelve years.

On hearing the sad news, all those who realised how much the outstanding personality of the Director meant in the working of the institution had the same anxious thought: " What will be the fate of the International Labour Organisation now that it has lost Albert Thomas? "

The Organisation has steadily continued its task. The machine was well constructed, and it is a characteristic of great men of action that their work can be continued even without them. When called upon to appoint a new Director, the Governing Body, under the chairmanship of Mr. Ernest Mahaim, elected as successor to Albert Thomas Mr. Harold Butler, who had for twelve years been his Deputy Director. This choice showed a desire for continuity which has since been and will still be the characteristic feature of the work of the International Labour Office in this year of mourning, during which it has also lost three members of its Governing Body—Messrs. François Sokal, Sanchis Banús, and Hermann Müller.

Almost on the eve of his death, as if he had had some premonition of his approaching end, Albert Thomas, in his Annual Report and again in his speech to the International Labour Conference, drew up a complete programme for the action of the Organisation against the world-wide depression.

It is to the fulfilment of this programme, sanctioned by the passing of important resolutions by the Conference, that the International Labour Office has devoted all its efforts.

The chief point, obviously, was to deal with unemployment—this social scourge which has now reduced to inactivity and poverty more than 30 million workers throughout the world, this economic scourge which involves an annual loss of more than 100,000 million gold francs in wages and an equal decline in purchasing power.

Unemployment has been tackled, apart from the question of improvements in methods of placing, which will be dealt with at an early Session of the Conference, along two main lines: the one aiming at developing a systematic policy of national and international public works on a large scale to provide employment at an early date for a large number of workers and to revive industrial activity; the other concerned with the possibility of reabsorbing the unemployed by an international reduction of hours of work.

Along both these lines progress has been made.

With regard to public works, all that existed a year ago was a vague outline of certain more or less theoretical plans; now we have complete schemes submitted by Governments and carefully studied by the experts on the Committee of Enquiry on Public Works and National Technical Equipment of the League of Nations. The problem was placed before the Stresa Conference and the Assembly of the League of Nations, both of which emphasised its importance. The question is now before the Preparatory Committee of Experts for the Monetary and Economic Conference, which has set up a special Committee to study more thoroughly the methods of financing such public works. This special Committee met on 15 December, and its report will be submitted to the Preparatory Committee on 9 January. There is every reason to hope that the question of national and international public works on a large scale will figure on the agenda of the World Conference in London.

With regard to the reduction of hours of work as a means of dealing with unemployment, it will be remembered that after the International Labour Conference had adopted the resolution on the Forty-hour Week submitted by the Workers' Delegates in April, the question was dealt with, at the proposal of the Italian Government, by a special session of the Governing Body in September. It was again discussed by the Governing Body at its October session in Madrid. As a result of the decisions taken at these meetings, it will be submitted on 10 January to a Preparatory Tripartite Conference to which all States, whether Members of the Organisation or not, have been invited. Immediately after this Conference the Governing Body will decide whether its conclusions should be transmitted to the Monetary and Economic Conference. In any case the report of the Preparatory Conference of January will be submitted to the 1933 Session of the International Labour Conference, which opens on 31 May in Geneva. The problem of a further reduction of hours of work, which is extremely important from every point of view, has now been definitely attacked on the international plane with a view to the adoption of concerted measures, whereas a year ago it had merely been the object of a few fragmentary studies.

Another item on the agenda of the next International Labour Conference will be Unemployment Insurance and various forms of relief for the unemployed. In this case the object is not to find fresh employment but to mitigate the effects of unemployment. There can be no doubt that an exhaustive study of all the aspects of this problem by an international Assembly which can compare the experiences of different countries will be of the utmost value.

Whatever efforts may be made by the International Labour Organisation to decrease unemployment or meet its effects, it remains certain that it alone cannot put an end to the general economic crisis which is responsible for so many of our present distresses. It has not the power to restore the economic system to its normal state in which the Organisation could quietly pursue its particular social task. The Organisation does not hold the controls. It was for that reason that the International Labour Conference of 1932, in its resolution concerning the depression, appealed, at Albert Thomas's suggestion, to Governments and to the competent international institutions not to delay their action for restoring those political, financial, monetary and economic conditions which would remove the present depression. The first step towards carrying out this urgent request was taken by the Lausanne Conference and further progress may be expected from the Monetary and Economic Conference in London. As the International Labour Conference had asked, the International Labour Organisation has been called upon to take part in preparing these world conferences, the decisions of which may be of such great importance for future economic developments and consequently for the fate of millions of workers.

While the Organisation has thus helped in the general international movement for reconstruction, which it is hoped will tend to improve the general situation, it has not neglected its special mission of social protection in the narrower sense.

During 1932, notwithstanding the difficulties of the economic situation, its work has continued to penetrate into national legislation, as is shown by the progress in the ratification of Labour Conventions. On 31 December the number of ratifications officially registered was 490 as compared with 449 on 1 January. There were thus 41 new ratifications in 1932 as against 34 in 1931. In this connection the remarkable effort made by the Spanish Republic is worthy of special note; that Government alone has had fourteen ratifications registered during the year and has now ratified all the International Labour Conventions with a single exception.

A new Convention was added to the thirty-one existing Conventions in the course of this year: the Convention fixing at fourteen years the age for the admission of children to non-industrial employment. This Convention filled a gap in the international legislation for the protection of children against the dangers of employment at an unduly early age. At the same time its application may help to some extent to mitigate unemployment, since it will leave open for adults who have to earn their living certain posts which children too often filled to their physical and moral detriment.

At the same Session the Conference, by preliminary decisions taken by large majorities or sometimes unanimously, paved the way for the adoption in 1933 of Conventions for the abolition of fee-charging employment agencies and the international regulation of invalidity, old-age and widows' and orphans' insurance.

The Conference also, with the complete agreement of the three Groups, revised on certain technical points the 1929 Convention for the protection against accidents of workers employed in loading or unloading ships, so as to facilitate ratification by Governments without in any way reducing the guarantees of safety given to the workers.

Among the other outstanding events in the activity of the Organisation during the year, mention may be made of the International Conference of Migration Statisticians, which was attended by representatives of twenty-five countries, including the United States; the progress made in the question of automatic couplings on railways as a result of the adoption of a draft administrative arrangement for the creation of an international fund to finance practical tests; the creation by the Governing Body of a Correspondence Committee for problems of women's work.

In connection with this last point, reference should also be made to the advisory opinion given by the Permanent Court of International Justice with regard to the 1919 Convention prohibiting the employment of women during the night. The Court decided that this Convention applied to women holding positions of management or supervision, who are not normally engaged in manual work. This is the first time that the International Court has given an opinion on the interpretation of an International Labour Convention.

In the course of this year the International Labour Organisation took a fresh step towards universality; the entrance of Turkey and Irak has brought the number of States Members to fifty-eight. Reference may also be made in this connection to the mission to Egypt undertaken by Mr. Harold Butler, then Deputy Director, in February of this year.

The question of the relationships of the Organisation with oversea countries has continued to be one of the urgent problems dealt with by the International Labour Conference and the Governing Body. A number of suggestions for closer touch with these countries have been put forward and will be studied at the special meetings during 1933.

The progress made in 1932 with the ratification of the amendment to Article 393 of the Treaty of Peace, which will enable the number of members of the Governing Body to be increased from twenty-four to thirty-two, gives grounds for the hope that it will soon be possible to grant to non-European countries a degree of representation on the Governing Body which will be more in keeping with their importance.

In the meantime the system of rotation adopted for the election of the Chairman of the Governing Body, which led to the appointment of Sir Atul Chatterjee, Indian Government representative, as Chairman at the end of 1932, has served to emphasise the universal character of the Organisation.

The Sixteenth Session of the International Labour Conference.

The Sixteenth Session of the International Labour Conference was held in Geneva from 12 to 30 April, with Mr. G. D. Robertson, former Minister of Labour of Canada, as President. Forty-nine States sent representatives.

There were four questions on the agenda of the Conference :—

(1) The age of admission of children to non-industrial employment.

(2) The abolition of fee-charging employment agencies.

(3) Invalidity, old-age, and widows' and orphans' insurance.

(4) The partial revision of the Convention concerning the protection against accidents of workers employed in loading or unloading ships.

On all these points the Conference reached positive decisions.

The question of the age of admission of children to non-industrial occupations was submitted to the Conference in 1931 for a first discussion. This year the Conference had to take its final decision. It adopted a Draft Convention by 89 votes to 1 on the final vote and also a Recommendation.

The Draft Convention applies to every type of employment which has not already been dealt with by the Conventions of 1919, 1920, and 1921 concerning the age of admission to employment in industry, maritime work and agriculture. This means that the international legislation for the protection of children will now cover all occupations such as those in trade, shops, offices, hospitals, asylums, clinics, hotels, cafés, restaurants, places of amusement, itinerant trading, etc., which were so far exempt from the provisions concerning the minimum age.

Children under fourteen years of age or children over fourteen years who are still required to attend elementary school may not now be employed in any occupation of this kind.

The new Convention naturally takes account of the very varied conditions in the numerous occupations to which it applies.

The questions of the abolition of fee-charging employment agencies and of invalidity, old-age and widows' and orphans' insurance were being discussed for the first time in accordance with the usual procedure of the Conference. Consequently, the Conference was not called upon to adopt the text of a Convention or Recommendation, which cannot be done until 1933. It had merely to draw up a list of points in connection with each of these questions on which the Governments should be consulted, and to decide whether they should be placed on the agenda of the next Session.

In regard to the abolition of fee-charging employment agencies, a list of points on which the Governments should be consulted was adopted by the Conference by 75 votes without opposition. It was then decided by 88 votes without opposition to place the question on the agenda of the 1933 Session for a second discussion.

By 96 votes without opposition the Conference adopted the report of the Committee which it had appointed to study the question of invalidity, old-age and widows' and orphans' insurance. This report contains a list of points on which the International Labour Office should consult the Governments. It was decided by 108 votes to 2 to place this question also on the agenda of the 1933 Session for a second discussion.

In regard to the protection of dockers against accidents, the Conference adopted a number of amendments to the 1929 Convention by 88 votes without opposition. The Convention as amended was then adopted on a final vote by 109 votes without opposition.

The Conference adopted the report of what is known as the Committee on Article 408, so styled because its duty is to examine the annual reports which States must submit to the Office in accordance with Article 408 of the Treaty of Versailles, on the measures taken by them to give effect to the International Labour Conventions which they have ratified.

The Conference also dealt with a number of questions of procedure and adopted certain amendments to its Standing Orders concerning the examination of the credentials of delegates and the composition of committees.

The Director's Report gave rise at this session to a particularly wide discussion, in the course of which sixty-two Government, employers' and workers' delegates spoke. Mr. Albert Thomas replied in a very moving speech, which was to be his last great speech and in which he may be said to have made his political testament—a final confession of faith in the work of the Organisation.

The Conference summed up its views on this discussion by adopting by 73 votes to 7 a resolution on the economic depression and the means of alleviating it, the importance of which has already been pointed out at the beginning of this summary.

It also adopted certain other resolutions, among them being that submitted by Mr. Jouhaux on the forty-hour week, which has also been mentioned above.

The Governing Body

The Chairman of the Governing Body of the International Labour Office from 12 October, 1931, to 28 October, 1932, was Mr. Ernest Mahaim, Belgian Government representative, who has been succeeded in accordance with the new Standing Orders for the election of the Chairman by Sir Atul Chatterjee, Indian Government representative.

The Governing Body held its Fifty-sixth, Fifty-seventh, and Fifty-eighth Sessions at Geneva from 12 to 16 January, 6 to 9 April, and on 25 April respectively.

On 30 June the Governing Body held a solemn session at the Victoria Hall in Geneva in order to pay tribute to the memory of Albert Thomas, who died on 7 May. At its Fifty-ninth Session, also held at Geneva on 1 and 2 July, it appointed Mr. Harold Butler, former Deputy Director, as the new Director of the International Labour Office.

At the request of Mr. de Michelis, Italian Government representative, the Governing Body held an extraordinary Session on 21 and 22 September at Geneva to consider the question of the reduction of hours of work in connection with the world-wide problem of unemployment.

The Sixtieth ordinary Session was held from 24 to 28 October at Madrid, on the invitation of the Government of the Spanish Republic.

The principal resolutions adopted in the course of these various Sessions have been mentioned in the first part of this annual summary, as also has the grievous loss suffered by the Governing Body in the person of three of its members, Mr. François Sokal, Polish Government representative, Mr. Sanchis Banús, Spanish Government representative, and Mr. Hermann Müller, German workers' representative.

Various Committees

During the year 1932 meetings have been held by the following Commissions and Committees :—

Committee of Experts on Article 408 on 29 February at Geneva ; Committee on Cost of Living and Wage Statistics from 2 to 4 July at Geneva ; Sub-committee on Automatic Railway Couplings on 8 October at Geneva ; Committee of Medical Experts on Invalidity, Old-Age, and Widows' and Orphans' Insurance on 12, 13 and 14 October at Geneva ; Committee on Social Charges on 20 October at Madrid ; Committee on Freedom of Association on 21 October at Madrid ; Committee of Experts on Native Labour from 27 October to 2 November at Geneva ; Correspondence Committee on Accident Prevention on 15, 16 and 17 December at Geneva, etc.

The International Conference of Migration Statisticians, the importance of which has already been stressed, also met at Geneva from 3 to 7 October, 1932.

The Research Work of the International Labour Office

The research work on which the legislative work of the International Labour Office is based has continued to make steady progress. Besides the reports drawn up for the Conference or Governing Body and its regular publications, the Office has issued or prepared a large number of studies during 1932. Since it is unfortunately impossible in a short summary to give even a brief outline of all these works, a few notes must suffice to indicate their nature.

In regard to labour legislation, the International Labour Office has pursued its work of translation and publication in the "Legislative Series," and has continued to publish the *International Survey of Legal Decisions on Labour Law*, which was specially praised by the Congress on International Law recently held at The Hague. It has extended its collection of collective agreements. It has also published in three languages the first volume of a study on conciliation and arbitration, of which the second volume has already appeared in German and is shortly to be issued in English and French.

The Office has prepared a new report on freedom of association for the relevant Committee of the Governing Body. At the request of the Assembly of the League of Nations, a second memorandum on prison labour has been submitted to that body.

In pursuance of a resolution adopted by the International Labour Conference, the Office has begun to prepare a detailed study of the individual contract of employment. Certain aspects of this legal instrument have already been examined, as, for instance, the question of notice of dismissal and compensation for dismissal.

In regard to the question of hours of work, besides its report for the Preparatory Technical Conference to be held on 10 January, the Office has also enquired into actual hours of work in blast furnaces and rolling mills. It is proceeding with a methodical collection of information relating to the textile industry, with a view to its possible use in the event of a future report on this industry.

Reports have been prepared on the weekly rest of salaried employees, the organisation of shift work in automatic glass works, shop closing in other than European countries, etc.

In the course of 1932 the Office published in English, French and German the results of its enquiry into the living costs of certain groups of workers in Detroit in the United States and fourteen European towns. This represents a first step towards a study of the international comparison of costs of living, and is rendered all the more interesting by the fact that no such enquiry had previously been carried out. The Office has also extended its studies of the statistics of wage movements in various industries and occupations. A comparative study based on the enquiries into family budgets made during the last ten years (1922 to 1931) has been undertaken, and two studies of international comparisons of costs of living and international indexes of unemployment have also been completed.

In regard to wages and hours of work together, the Office has continued its periodical enquiry into the coal-mining industry.

In connection with the last Session of the International Labour Conference, the Office published a preliminary sketch for a study of workers' education and the part played therein by trade associations.

A study of the present state of legislation on the employment of women, published in three languages, has been particularly well received. The question of women's employment in relation to the economic depression is now under consideration and a report on the employment of women underground is being drawn up for the next session of the Governing Body.

The Office is also preparing a study of the employment of children and young persons corresponding to that already published on the employment of women.

Other studies deal with vocational guidance, apprenticeship and vocational training, the vocational training of women, the blind, etc.

At the request of the International Federation of Journalists, the Office is enquiring into the question of recruiting and placing in the profession of journalism, and is making a collection of collective agreements on this subject, which are becoming increasingly common in various countries.

In regard to workers' spare time, the International Labour Office has received from the International Institute of Intellectual Co-operation two detailed studies dealing with the part played in this connection by popular libraries and popular arts respectively. A study of the cinema as a means of utilising the workers' spare time has been undertaken by the International Institute of Educational Cinematography at Rome. These studies will either be used by the Office or published with its collaboration by the institutions concerned.

The Office has continued to deal with various questions affecting professional workers, in particular with the question of performers' rights in broadcasting performances.

In the economic sphere the Office has pursued its enquiries into methods of wage payment in their relation to output, and the relation between wages and output and wages and markets. Present-day monetary problems have been studied under their social and industrial aspects. A report is also being drawn up on family allowances for the Child Welfare Committee of the League of Nations.

The Office has published a study on methods of compiling migration statistics. An international study of the aspects and treatment of placing problems in different countries is now being carried out and will serve as the basis for the work of the coming Technical Conference on Placing. A study on the recruiting and placing of migrant workers is in progress. At the request of the Social Relations Section of the Secretariat of the League of Nations, the Office has instituted enquiries into the questions of the position of the children of migrant workers and of assistance to foreigners.

Mention should also be made of all the investigations of points of detail which are daily called for in connection with the current unemployment problems referred to at the beginning of this summary.

In the sphere of social insurance technical reports have been produced on non-contributory invalidity and old-age pensions, compulsory invalidity, old-age and widows' and orphans' insurance, and the maintenance of pension rights, while the publication of a *Year Book of Social Services* has been sanctioned by the Governing Body.

In the sphere of industrial hygiene, the series of studies of insurance against occupational diseases, anthrax, silicosis, the use of solvents in industry, etc., has been continued. During the year the Office has published a bibliography on pneumoconiosis and has also begun a series of studies on questions which are rightly engaging the attention of the section of public opinion interested in conditions of employment, *e.g.*, the operation of medical services in factories, the nutrition of the workers, and in this connection an attempt at a definition of what is known as light work, average work, and heavy work, and, finally, the problem of the worker's health in its relation to unemployment and the economic depression. The *Encyclopædia of Industrial Hygiene* is approaching completion.

In regard to industrial safety, monographs have been prepared or revised on safety in the construction and use of lifts, safety in spray painting, the use of safe voltages for portable electric equipment, electric lamp caps and lamp holders, etc. Studies have also been begun on accident prevention in the building industry, safety in the use of electricity in mines, and safety in mechanical transmission. A study has also ben published on safety in the manufacture and use of acetylene.

In the sphere of agricultural work, the Office has revised its report on collective agreements. It is continuing its studies on the rural exodus, in conjunction with the International Institute of Agriculture at Rome. Following its attempt to determine the effects of the agrarian reforms in Central and Eastern Europe on the labour world, the Office is now giving special attention to agricultural labour problems in Spain. It is also studying the placing of agricultural workers.

In 1932 the Office published a second series of studies on industrial relations.

It need hardly be said that in order to carry out this vast body of scientific work the International Labour Office has steadily continued to extend and perfect its means of enquiry and research. The Library now contains 370,000 works and regularly receives periodicals from 157 countries in 42 languages, and daily newspapers from 61 countries in 28 languages.

THE PREVENTION OF ACCIDENTS

The Correspondence Committee for the Prevention of Industrial Accidents met for three days on 15, 16 and 17 December at the International Labour Office.

The following were present: Messrs. Caen (Paris), Deladrière (Brussels), Delauney (Paris), Massarelli (Milan), Neitzel (Berlin), Scholte (The Hague), Stiller (Berlin), Stevenson Taylor (London), A. Tzaut (Lucerne), and Yoshisaka (Japan).

Messrs. Ch. Tzaut (Employers, Switzerland) and Schürch (Workers, Switzerland) were present as representatives of the Governing Body of the International Labour Office.

The Committee elected Mr. A. Tzaut as Chairman. During its five sittings it discussed on a first reading a monograph concerning the means of preventing accidents by the use of safe voltages for portable electric equipment, and a similar monograph on electric lamp caps and lamp holders.

The Committee also discussed on a first reading a draft monograph on safety in spray painting and made some preliminary comments on a draft study on safety in the construction and use of lifts.

The experts present also had an exchange of views on the question of the protection of building workers against accidents—a matter of great importance at the present time.

Finally, the Committee decided to undertake further studies on safety in the use of grinding wheels and in the use of protective screens for preventing eye injuries to workers.

HOURS OF WORK AND UNEMPLOYMENT

In view of the special conference on hours of work, which will open in Geneva on 10 January, 1933, the International Labour Office has sent to the Governments a report which deals with the main aspects of the question of the reduction of hours of work as a means of alleviating unemployment.

The report begins by recalling the origin of the question. An unprecedented depression is reigning in all countries. In certain industrial States a quarter, and in some cases even a third, of the workers are unable to find employment. The number of unemployed in the world at the present time is at least 30,000,000. The maintenance of these masses of out-of-works imposes enormous burdens on the national treasuries. Moreover, the loss of wages from this state of affairs amounts to considerably more than 100,000 million Swiss francs a year. The unemployed earn nothing and consequently spend nothing. Thus, unemployment which was a direct consequence of the economic depression has now become one of the causes of its extension.

Various measures, it will be remembered, have been suggested by the International Labour Organisation with a view to opening up possibilities of employment. For example, on the initiative of the late Mr. Albert Thomas, the first Director of the International Labour Office, methodical steps have been undertaken to promote the execution of large international public works. This scheme continues to form the subject of collaboration between the International Labour Office and the competent departments of the League of Nations. Other measures are in hand in connection with the organisation of employment exchanges and unemployment insurance.

It is in conjunction with these measures that the International Labour Organisation is now called upon to consider the possibility of reducing hours of work.

The report of the International Labour Office on this matter describes the present situation in the different countries with regard to actual hours of work and discusses the possibility of creating new sources of employment by means of a reduction of working hours. It surveys the many methods of reduction which in practice would allow the working day to be reduced and the simultaneous employment of fresh workers. It reviews the measures taken in this field by the public authorities and private initiative, and analyses the main experiments already made. In conclusion, the report describes, from a technical standpoint, the essential provisions of international regulations which in present circumstances might be adopted on the basis of a forty-hour week.

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THE PREPARATORY CONFERENCE ON THE REDUCTION OF HOURS OF WORK

The Tripartite Conference on the reduction of hours of work was held at Geneva from 10 to 25 January, 1933, and may be said to have carried out to the full the task entrusted to it by the Governing Body.

It was a " Preparatory Conference " and was therefore not called on to take decisions. All that it was required to do was to consider the technical problems raised by a reduction of hours considered internationally as a means of combating unemployment. This duty was performed with great thoroughness, and the Conference was able to reach certain very definite conclusions on several points and certain less definite conclusions on others, which, however, at least indicated the situation.

A series of positive votes were adopted on the possibility of decreasing unemployment by reducing individual hours of work; the need of effecting this measure by way of international agreement and of giving this agreement the form of a convention; the figure of forty hours for the average working week, subject to such exceptions as the convention might provide; the need of fixing a numerical limit to the hours of overtime allowed; the advisability of providing, with a view to the application of the convention, for a choice of different methods in arranging hours of work, consistent with the strict observance of the limits fixed; and the principle of maintaining the standard of life of the workers. Other texts, such as those on the duration of the proposed convention and its application to small establishments and the transport industry, could not be finally adopted because the number of abstentions prevented the quorum fixed by the Standing Orders from being reached. These votes at least helped to draw attention to the special difficulties that the adoption of an international agreement might meet with on the points in question and thus proved a useful contribution to the study asked for by the Governing Body.

The unanimously adopted report in which the Preparatory Conference gives an objective account of the results of its work will provide the International Labour Conference, which will meet on 8 June next, with a solid foundation for its discussions on the reduction of hours of work.

It should be added that the importance of this Preparatory Conference cannot be measured by its technical results alone. It has attracted widespread attention in every country. Rarely has a meeting of the International Labour Organisation aroused so general, lively and sustained an interest in the press. Newspapers throughout the world have discussed the unemployment crisis and the possible remedies, the regulation of hours of work and the function of the Organisation. Different views and conceptions have been exchanged. Important industrial groups, political parties and even parliaments have discussed them. It is possible to say to-day that owing to the wide publicity given to the discussions of the Preparatory Conference the problem of hours of work in relation to unemployment has been definitely set before universal public opinion.

Composition of the Conference

Thirty-five States Members of the Organisation were represented at the Preparatory Conference.

Of these the following nineteen were represented by complete tripartite delegations: Austria, Belgium, British Empire, Canada, Czechoslovakia, Denmark, France, Germany, Italy, Japan, Luxemburg, Netherlands, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Yugoslavia. Norway was represented by one Government delegate and one employers' delegate, and the following fifteen States were represented by Government delegates only: Albania, Brazil, Bulgaria, Chile, China, Cuba, Finland, Hungary, India, Irish Free State, Latvia, Mexico, Persia, South Africa and Turkey. The Dominican Republic was represented by an observer. The total number of delegates entitled to vote was seventy-four.

As regards the non-member States, Egypt also sent a Government observer. The Government of the United States, while not nominating a delegation, instructed its Consul in Geneva closely to follow the work of the Conference and submit a report upon its results. The Government of the U.S.S.R. announced that it would have been willing to take part in the Conference if the date of the meeting had coincided with that of the Economic Conference. Seventy-two advisers attended the Conference which, including the deputy delegates and substitutes, comprised 162 persons.

The Conference appointed as its President, Mr. Mahaim, Belgium Government delegate, member of the Governing Body of the International Labour Office. It also nominated Sir Atul Chatterjee (India) as Government Vice-President, Mr. Oersted (Denmark) as employers' Vice-President and Mr. Hayday (British Empire) as workers' Vice-President. It decided that, in addition to its President and three Vice-Presidents, its officers should consist of the three members of the Governing Body nominated by the latter to represent it at the Preparatory Conference, together with their substitutes. Of these three members, Mr. Mahaim and Mr. Oersted, who had already been appointed by the Conference, had, as their substitutes, Mr. Yoshisaka (Japan), and Mr. Forbes Watson (British Empire). The substitute for Mr. Jouhaux (France) was Mr. Schürch (Switzerland).

The Conference decided in the first instance to take as a basis of its work the report prepared by the International Labour Office. A detailed general discussion, which lasted for several days, took place upon the whole problem. There were fifty-four speakers, not including those who intervened in order to submit, support or discuss the resolutions.

From the outset of the discussion it appeared that the whole Conference was agreed upon the fact that unemployment had at the present moment reached so serious a stage that every effort should be made to find effective remedies as quickly as possible. When, however, the Conference came to consider the question whether the reduction of hours of work was a means calculated to decrease unemployment, divergent opinions were expressed.

Arguments Put Forward

The argument in favour of the reduction of hours of work as a remedy for unemployment was put forward by members of the workers' group and by the representatives of certain Governments.

In submitting that argument the workers' group stated that they considered the principle of the maintenance of earnings as an essential condition of the proposed measure since the present depression was fundamentally due to under-consumption. In their view the workers had already, as the fact of unemployment indicated, borne the cost of rationalisation in industry and they could not admit that still further sacrifices should be demanded of them.

In favour of the reduction of hours of work the following reasons were put forward by members of the workers' group:

> Opportunities of employment should be given to the greatest number of workers in order to enable them to earn a livelihood for themselves and their dependants.
>
> In particular the youth should be enabled to take their place in the community and thus avoid the demoralisation resulting from unemployment.
>
> The present unemployment involves serious financial burdens upon the States which endanger the equilibrium of national budgets and create the risk of dangerous inflation.
>
> Unemployment leads to a serious reduction in the purchasing power of the mass of consumers which diminishes the possibilities of the distribution of industrial and agricultural products, thus maintaining and even increasing the present economic instability which in its turn generates unemployment.
>
> General financial and economic remedies, the value of which is not disputed, could not produce sufficiently rapid and extensive results to afford a complete solution of the unemployment problem.
>
> The reduction of hours of work would certainly contribute to the stabilisation of wholesale prices and thus to the final removal of the depression while at the same time helping to produce the same result by increasing the number of wage-earners and consumers, provided that the standard of life were everywhere maintained.
>
> In any case general economic remedies would leave untouched technological unemployment, the existence of which cannot be denied and for which the reduction of hours of work is the only remedy.
>
> In view of the reorganisation of industry which has taken place during recent years, mainly as the result of rationalisation and mechanisation, the capacity of industry to readapt itself to a reduced working week, and to overcome the technical difficulties which might arise, cannot be doubted.
>
> While causing an increase of consumption, the forty-hour week would, owing to the increase in productivity, still ensure sufficient production and would at the same time give the workers increased leisure to profit by that production.
>
> A reduction of hours of work would promote the conclusion of new collective agreements and would not prove an obstacle to the adaptation of existing agreements.

It was also pointed out by some Governments and workers' delegates that the possible increase in costs which might result from the reduction of hours of work would, in virtue of the dynamic nature of economic development, be offset (*a*) by the increase in the purchasing powers of the workers (which would not necessarily be accompanied by a decrease in the purchasing power of other classes of society), (*b*) by the decrease in the overhead charges per unit of production, since the number of units would be increased by the revival of economic activity, (*c*) by the decrease and perhaps the disappearance of social charges represented by unemployment benefit.

As a consequence production could well bear an increase in wages costs.

Moreover, in contesting certain objections put forward by the employers, which are referred to below, the workers' representatives stated :

> That no value should be attributed to the theory according to which the percentage of labour costs entering into the cost of any given commodity should be determined by adding these various percentages at every stage of production, as this does not take into account the other factors which determine sale prices of the commodities at the different stages of production.

The following objections to the reduction of hours of work were put forward by employers' representatives :

> The proposed measure is not a matter of voluntary short time as already practised in many countries, but of a general compulsory limitation of hours of work.
>
> The reduction of hours of work, accompanied by an increase of hourly rates, would entail a considerable increase in production costs and selling prices, which would result in a fall in demand calculated to produce fresh unemployment.
>
> It is necessary when estimating the share of wages, salaries and social charges in the cost of production (and consequently the incidence of the rise in labour costs on the price level) to take into account all the expenses of this nature which are involved in the production of a given commodity in all its stages of production and distribution where this measure would have effect, and each of these items of labour costs should be allotted its relative importance in the product in question.
>
> The maintenance of weekly earnings would lead directly to dangerous inflation.
>
> If earnings were reduced in the same proportion as hours of work, so as to leave the aggregate wages bill at its present level, no general increase of purchasing power would result, and even in that case production costs would be increased.
>
> An increase in costs of production in industry would further reduce the demand for industrial products by the agricultural population. In view of the fact that the purchasing power of the latter is already greatly reduced, the disequilibrium between industry and agriculture would be still further increased.
>
> The increase in the aggregate purchasing power of the workers which might result from the employment of a greater number of wage earners and the maintenance of wages would be counterbalanced by a decrease in the purchasing power of other classes of the population, so that in the end the total demand for industrial products would not be increased.
>
> For various reasons, such as the impossibility of instituting a rotation system in small establishments and the fact that many undertakings at present are only working forty hours or even less, the compulsory reduction of hours of work would have little or no effect in creating further employment.
>
> Technical difficulties varying in importance according to countries, such as the adaptation of the unemployed to new work requiring their technical re-education, the increase of the technical staff required for supervision and management, lack of factory space and plant, difficulty of obtaining the skilled workers required, transference of workers from one place to another giving rise to objections on their part, and housing difficulties, would in many cases prevent the employment of a greater number of workers.
>
> In countries where it is the custom to regulate hours, wages and conditions of work by means of collective agreements, the compulsory reduction of hours of work would to a large extent abrogate these agreements and would thus introduce serious elements of unrest in industry.
>
> The compulsory reduction of hours of work would artificially accentuate mechanisation in order to offset the loss of production and the rise in production costs and might thus become a cause of further unemployment.
>
> The difference in the extent to which the reduction of hours of work would affect the cost of production and sale price of industrial goods in various countries, owing particularly to the inequalities already existing at the outset in respect of wages, standards of living, population factors, economic conditions, and so forth, would increase the disparity between the competitive power of various countries, tend to exaggerate economic nationalism, and would result in further hindrances to international trade.
>
> A new uniform and compulsory general regulation would deprive industry of its necessary elasticity, hinder the adaptation to present conditions, and run counter to all chances of revival.
>
> Any solution must be international, and previous experience shows the inability of the International Labour Organisation to provide an international instrument on hours of work, which means the same thing to and for all countries ; or which would be ratified and effectively applied by all States Members ; further, any such instrument would not apply to States outside the Organisation ; and, moreover, uniformity of hours of work unaccompanied by uniformity of wages and other conditions cannot provide international equality.
>
> The effective solution for the unemployment problem can only be found in the remedies for the general financial and economic difficulties which the World Conference will be called upon to consider.

The Government delegates did not express a unanimous opinion. Certain arguments put forward by the members of the Workers' Group were also advanced or supported by Government delegates.

The majority of Government delegates who took part in the discussion were of opinion that the question of the reduction of hours of work as a remedy for unemployment deserved the most serious consideration.

In general they declared themselves more or less definitely in favour of action by the International

Labour Organisation, which would lead to a reduction of hours of work as a remedy for unemployment.

Several, however, made various reservations concerning such points as the duration of the proposed regulation of hours and its scope.

They laid particular stress upon the necessity of the Convention which may be drawn up being ratified and conscientiously enforced by all competing countries, and above all by a sufficient number of the great European and oversea industrial countries. One delegate even considered that the Draft Convention should lay down that the obligations devolving upon the States which ratified it would only become operative if that condition were fulfilled.

On the whole, they considered that the question of wages should not be dealt with in a Convention, since it would be difficult to draw up an effective international agreement on this point. They were, however, of opinion that the reduction of hours of work should as far as possible be accompanied by the maintenance of the standard of life.

Whilst recognising these as very real difficulties, they nevertheless considered that it was desirable to undertake as thoroughgoing an examination as possible of the problems raised by the reduction of hours of work, since they considered that the methods of application might prove a means of solving these difficulties.

Certain delegates from overseas countries expressed their regret that, owing to the short limit of time, they were not able to take an active part in the debates in the Conference, and also desired that due consideration should be given to the state of industrialisation, experience and public opinion prevailing in different countries.

One Government representative suggested that the economic aspects of the question should be subjected to further inquiry.

The British Government delegate stated that his Government considered that the question of the compulsory limitation of hours of work to forty a week had not yet been sufficiently examined to warrant a definite conclusion being reached, and that therefore his Government were opposed to proceeding at the present time with the project of a draft Convention. He pressed for a comprehensive inquiry into the whole question before any definite action is taken.

The Voting

This discussion concluded with the adoption by 41 votes to 22, with 7 abstentions, of a resolution submitted by seven Government delegates (France, Belgium, Netherlands, Spain, Chile, Germany and Italy), which the workers' group declared that it would support after the rejection (by 32 votes to 21) of a first resolution submitted by it.

According to the resolution adopted the Conference "after reviewing the various arguments advanced for and against a reduction of working hours," stated its view that this reduction "is one of the measures which would contribute to reducing unemployment," and therefore decided to examine the detailed points raised by the International Labour Office in the conclusion of its report, "in order to reach an arrangement of an international character the methods of giving effect to which would be determined with a view to rendering possible the maintenance of the standard of life of the wage earners."

The majority which voted for this resolution consisted of the whole of the workers' group (19), the Italian employers' delegate (1) and 21 Government delegates: Albania, Austria, Belgium, Chile China, Cuba, Czechoslovakia, Denmark, Finland, France, Germany, Italy, Latvia, Luxemburg, Mexico, Netherlands, Poland, Rumania, Spain, Sweden, Switzerland. The minority consisted of 19 employers' delegates and 3 Government delegates: Brazil, British Empire, Portugal. The 7 abstentions were those of the Government delegates of Canada, Hungary, India, Japan, Norway, South Africa and Yugoslavia.

After the adoption of this resolution the employers' group stated that it would have been open to them to dissociate themselves immediately from the Conference. They knew, however, how liable such action would have been to misunderstanding and misrepresentation and they would therefore continue to attend the proceedings while making it clear that their attitude of opposition was unchanged and that their presence in no way prejudged the question of their further action in the matter.

The Conference then proceeded to consider the nature of the future international regulations on the reduction of hours of work.

By 36 votes (18 Governments and 18 workers) to 21 (3 Governments and 18 employers) it expressed the opinion that the regulations should take the form of a Convention to be drafted by the International Labour Conference.

The employers' group then announced that it would abstain from voting in future as it was not prepared to take any responsibility in drawing up a convention.

The voting resulted in the adoption of the following conclusions, among others:

> Under the proposed Convention the average working week should not exceed forty hours, subject to such exceptions as it might provide (adopted by 35 votes to 2).
>
> A numerical limit should be fixed to the hours of overtime which may be worked (adopted by 36 votes to 2).
>
> The Convention ought to be drawn up in such a way as to allow a large choice of methods in arranging the hours of work consistently with the strict observance of the limits fixed (adopted by 40 votes to nil), and the Conference indicated certain of those methods.

Other conclusions were adopted by the Conference, but the quorum (fixed at 37 by the Standing Orders) was not reached. This happened, for instance, on the following questions:

> Should the proposed Convention be of short duration and, if necessary, renewable?—36 for, nil against.
>
> Should there be special provisions to meet the needs of transport within the terms of the Convention under the following: (*a*) railways, (*b*) other transport?—27 for, 1 against.
>
> Should special provision be made in the Convention in respect of its application to small establishments?—35 for, nil against.

Similarly, conclusions concerning the application of the forty-hour week to commerce and offices received respectively 22, 26 and 23 votes without reaching the quorum.

By 32 votes (13 Governments and 19 workers) to 19 (3 Governments and 16 employers) the Conference expressed itself in favour of a recommendation concerning the standard of living of the workers and wages.

Further, in view of the spread of technological unemployment, it declared by 41 votes (21 Governments, 19 workers and one employer) to 1 (one Government) that some provision should be considered for ensuring regular transmission to the International Labour Office by Governments of information on this subject, drawn up as far as possible on a uniform plan.

The Conference had previously referred to the International Labour Office a draft resolution submitted by the workers' group concerning an inquiry to be made into hours of work in agriculture. It will be remembered that in accordance with the decision of the Governing Body of the International Labour Office, which convened the Conference, agricultural and maritime work were to be excluded from its competence.

After the discussion on the conclusions of the report of the International Labour Office the employers' group made the following declaration :

> "At the close of the general discussion before the Conference proceeded to consider the conclusions in the report of the International Labour Office, we pointed out clearly to the Conference that nothing had taken place which led us to change our attitude of complete opposition to the proposals submitted to the Conference.
>
> "Furthermore, when the Conference, during the detailed discussion, decided by 36 votes to 21 that a Convention should be aimed at, we declared that we could not associate ourselves with such a decision, and that we declined any responsibility as regards the work of the present Conference undertaken with a view to drawing up a Convention.
>
> "Since then we consequently abstained from taking any part in the discussion and from voting.
>
> "At the end of the debates we merely desire to state that in our opinion the discussion has only served to demonstrate that it is a practical impossibility to continue further with the proposal put forward and to remind the Conference that the fact of our presence here must in no way be interpreted as prejudging our future attitude if the consideration of the problem is continued."

At the end of the discussion the workers' group made the following statement :

> "Whereas the number of unemployed throughout the world is at least 30 millions, we note that since the Conference decided that it was desirable to aim at a Convention concerning the reduction of hours of work as a remedy for unemployment, the employers' group has taken up a purely negative attitude. The workers' group, on the other hand, notes the positive results arrived at by this Conference and finds that the idea of the reduction of hours of work and the maintenance of the standard of living of the workers as a remedy for unemployment has been accepted by a majority which includes the Governments of the chief industrial countries of Europe, with one single exception."

The Conference confined itself to noting both those statements, which were made on the sole responsibility of their authors.

The Preparatory Conference concluded with the unanimous adoption of a report to be submitted in the first place to the Governing Body of the International Labour Office at its Session opening at Geneva on Wednesday, 1 February. In any case this report will be submitted to the Seventeenth Session of the International Labour Conference, which will open at Geneva on 8 June.

THE QUESTION OF PUBLIC WORKS AT THE WORLD ECONOMIC AND MONETARY CONFERENCE

As reported in the *Monthly Summary of the League of Nations*, the Preparatory Committee of Experts for the Economic and Monetary Conference adopted on 19 January, 1933, a draft annotated agenda for the Conference which the Council of the League of Nations has decided to transmit to the Governments.

This document describes the measures necessary, in the opinion of the Committee, to cope with the present world crisis. It is divided into two sections, the first dealing with monetary policy, the second with economic policy.

In the monetary section, the Committee, discussing the question of "The movement of capital," expresses the following views on the problem of international public works :

> "As another method of encouraging capital movements a programme of public works on an international scale has been submitted to the Commission. We feel that it is not probable that public works can be internationally financed in the immediate future to any considerable extent. The last year has brought out to an unprecedented degree the dangers of over-borrowing and the exchange difficulties which may arise in connection with effecting the service of foreign loans. Quite apart from this, Governments are now receiving so many demands which they have to refuse, and moreover have to retrench in so many directions, that they must consider carefully before embarking upon new budgetary commitments of this nature.
>
> "We recognise, however, that should any Government in a lending country desire to promote the chances of obtaining capital for this purpose by giving some form of guarantee, it is obvious that the commencement of the works that have been proposed would be expedited thereby, at a moment when even the best projects find it difficult to receive the requisite funds. It goes without saying, especially in existing conditions, that sound financial principles demand that only such public works should be financed as afford adequate assurance of being productive of the domestic and foreign currency necessary for the service of the capital charges."

Further, the Chairman has communicated to the Preparatory Committee of Experts the following letter addressed to him by the three representatives (Government, employers and workers) of the Governing Body of the International Labour Office on the Committee, Mr. Riddell, Mr. Oersted and Mr. Jouhaux:

> "19 *January*, 1933.
>
> "SIR,
>
> "After taking note of the draft reports prepared by the Sub-Committees of the Preparatory Commission, on which we were instructed to represent the International Labour Organisation, we feel it our duty to express our regret that the question of public works, on which the International Labour Conference at its last Session adopted a resolution calling for urgent action, has not received sufficient attention from those Sub-Committees.
>
> "While we recognise that the Monetary Sub-Committee mentioned the importance which the international financing of large-scale public works might present from the point of view of the circulation of capital, we must point out that notwithstanding the opinion unanimously expressed at the meeting of 15 December, 1932, by the representatives of the Committee on Public Works and National Technical Equipment of the Communications and Transit Organisation, the International Institute of Agriculture and the International Labour Organisation, the Economic Sub-Committee has made no reference to the useful part which the carrying out of such works might play in promoting a general resumption of economic activity.
>
> "We nevertheless expect that the question will be discussed by the Monetary and Economic Conference, and we reserve all possibilities of action by the International Labour Organisation on this subject.
>
> "We have the honour, etc."

At the meeting of the Preparatory Committee the Chairman stated that he had taken note of this letter and that the question of public works would in any case be submitted to the Economic and Monetary Conference.

THE REPRESENTATION OF THE ORGANISATION AT THE WORLD ECONOMIC AND MONETARY CONFERENCE

At its sitting of 25 January, 1933, the Council of the League of Nations adopted a resolution on the subject of the Economic and Monetary Conference which among other things invited the International Labour Organisation to nominate three representatives to take part in the Conference in an advisory capacity and to place the technical services of the International Labour Office at the disposal of the Conference in case their collaboration should be judged desirable.

RATIFICATIONS OF INTERNATIONAL LABOUR CONVENTIONS

On 31 January, 1933, the number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 493. By the same date 52 ratifications had been authorised by the competent national authorities but had not yet been registered with the Secretary-General of the League.

During December, 1932, and January, 1933, five new ratifications were registered.

South Africa has ratified the Convention concerning the creation of minimum wage-fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva 1928).

Denmark, the Netherlands, Rumania* and *Venezuela* have ratified the Convention concerning marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva 1929).

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* Subject to ratification by Belgium, France, Germany, Great Britain, Italy and the Netherlands.

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THE SIXTY-FIRST SESSION OF THE GOVERNING BODY

The Sixty-first Session of the Governing Body of the International Labour Office was held at Geneva from 1 to 3 February, 1933, with Sir Atul Chatterjee (India) in the Chair.

It was thus able to consider without delay the results of the Tripartite Preparatory Conference on reduction of hours of work which had closed a few days before, on 25 January.

In virtue of a previous decision of the Governing Body, the report of the Preparatory Conference is in any case to be submitted to the next Session of the International Labour Conference. The importance of the new decisions taken by the Governing Body during its Sixty-first Session lies in the fact that they will enable the Conference to adopt a Draft Convention on reduction of hours of work already this year, should it consider this desirable. There is no need to say that the International Labour Conference has and retains final power to decide in the matter. But the decisions of the Governing Body give it the practical possibility of exercising this power, whether it decides merely to engage in a first discussion in 1933 with a view to the consultation of Governments, or decides in favour of emergency procedure similar to that followed on the question of hours of work in coal mines, and adopts a Draft Convention at once.

It may be noted here that it was decided that the next Session of the International Labour Conference should open on 8 June, 1933, instead of 31 May, the date originally fixed.

The questions dealt with by the Governing Body may be summarised as follows.

In opening the session, the Chairman paid a tribute to the late Mr. Hermann Müller, who had been German workers' representative. Mr. De Michelis, on behalf of the Government Group, Mr. Oersted, on behalf of the employers' group, and Mr. Mertens, on behalf of the workers' group, associated themselves with the Chairman's remarks. Mr. Vogel, German employers' representative, Mr. Leuschner, German workers' representative and successor to Mr. Müller on the Governing Body, and Mr. Weber, German Government representative, thanked the Governing Body for the tribute paid to the memory of their late colleague.

Reduction of Hours of Work

The Governing Body proceeded to consider the record of the Tripartite Preparatory Conference on reduction of hours of work, which was held at Geneva from 10 to 25 January.

It will be remembered that this report had been placed on the agenda of the next Session of the International Labour Conference. It must therefore be communicated to the Governments of the States Members of the Organisation, and the Director of the International Labour Office therefore asked to be authorised to do so with the request that any observations be forwarded before 15 April. This was the first point which the Governing Body was asked to decide.

At the Seventeenth Session, however, the Conference will have two courses open to it: it may decide to apply the double-discussion procedure to the question of reduction of hours, and merely hold a first discussion this year in order to fix the points on which the Governments should be consulted by questionnaire with a view to a final decision in 1934; or it may decide, on grounds of urgency, to adopt one or more Draft Conventions or Recommendations at the 1933 Session. The question which the Governing Body had to consider was whether, having regard to both these possibilities, the report prepared by the Office for the next Conference should contain not only a draft questionnaire but also drafts for definite texts, so that the Conference might be able to take any decisions it thought fit.

An exchange of views took place on these points, the speakers being: Mr. Leggett (Government representative, Great Britain), Mr. Hayday (workers' representative, Great Britain), Mr. Weigert (Government representative, Germany), Mr. Oersted (employers' representative, Denmark), Mr. Forbes Watson (employers' representative, Great Britain), Mr. Jouhaux (workers' representative, France), Mr. De Michelis (Government representative, Italy), Mr. Lambert-Ribot (employers' representative, France), Mr. Picquenard (Government representative, France), and Mr. Harold Butler, Director of the International Labour Office.

On the conclusion of the discussion, the Governing Body decided first, by 17 votes to 3, to authorise the Director of the International Labour Office to communicate the report of the Preparatory Conference to the Governments of the States Members of the Organisation and to request them to send in any observations which they might have to make by 15 April, 1933.

Then, by 14 votes to 8, the Governing Body decided that the report to be prepared by the Office for the next Session of the International Labour Conference should include not only the discussions of the Preparatory Conference and the observations received from Governments, but also preliminary drafts for definite texts which the Conference could, if it thought fit, take as a basis of discussion.

Date of the next Session of the International Labour Conference

At the request of Mr. Lambert-Ribot, the Governing Body decided to postpone until 8 June, 1933, the opening of the next Session of the International Labour Conference, which had originally been fixed for 31 May.

Agenda of the 1934 Session of the Conference

The Governing Body also discussed the agenda of the 1934 Session of the International Labour Conference. On behalf of the employers' group, Mr. Oersted asked that no fresh question should be placed on the agenda. He pointed out that the 1933 Conference had no less than five questions to consider; two or perhaps three of them would require to be discussed a second time the following year. If new questions were placed on the agenda of the 1934 Session, that agenda would be overloaded, as the agenda of the 1933 Session had been in spite of the opposition of the employers.

Mr. Mertens, on behalf of the workers' group, opposed the employers' proposal. The Conference could quite well consider in 1934 new questions on which it seemed possible to arrive at international solutions.

After discussion, the employers' proposal was rejected by 14 votes to 6, and the Governing Body decided to place definitely on the agenda of the 1934 Conference the following two questions:

(1) Partial revision of the 1925 Convention concerning workmen's compensation for occupational diseases, with a view to the inclusion in this Convention of a further list of diseases for which compensation is payable. The list in question includes silicosis;

(2) Employment of women on underground work in mines of all kinds.

Night Work of Women

The Governing Body took note of a letter in which the German Government, in view of the advisory opinion given on 15 November, 1932, by the Permanent Court of International Justice on the question raised by the British Government of the interpretation of the Convention concerning employment of women during the night, withdrew the request which it had made to the Governing Body in April, 1932, to the effect that the Court should be asked for a further advisory opinion on the point whether the Convention applied to the employment during the night of women salaried employees in industrial undertakings.

Though the request for an opinion on this question was thus withdrawn, the Governing Body had still to consider how the opinion given by the Court on 15 November, 1932, might affect the application of the Convention in the countries which had ratified it. The Governing Body decided to postpone this question till its next Session.

Participation of Overseas Countries in the Work of the Organisation

The Governing Body considered a note prepared by the Office on certain suggestions put forward by representatives of oversea countries. It decided to set up a committee of six members to study, with a view to the formulation of practical proposals, the means of increasing the participation of the States Members in the work of the Organisation, with special reference to the question of regular and complete representation at the sessions of the International Labour Conference.

Native Labour

The Governing Body approved the record of the meeting held in October-November, 1932, by the Committee of Experts on Native Labour. The Committee will be called together again in due course to continue and complete the study of the problems affecting the employment of native workers under contract.

Freedom of Association

The Governing Body also adopted the report of the Committee on Freedom of Association. It decided that the Committee should continue the study of the problem at an early meeting. In any case the question of freedom of association will be among those to be examined by the Governing Body when settling the agenda of the 1935 Session of the International Labour Conference.

Accident Prevention

The Governing Body took note of the report of the last meeting of the Correspondence Committee on Accident Prevention.

Handicrafts

The Governing Body decided to instruct the Sub-Committee on Handicrafts to continue, in conjunction with the International Labour Office, its study of the important problem of handicrafts.

Meetings of Committees

The Governing Body considered the report of the Director of the International Labour Office. It took certain decisions concerning the composition and the holding of sessions of a number of the committees attached to the Organisation.

The Governing Body authorised the Director to consult the members of the Joint Maritime Commission on the holding of a session and on its date and agenda. When the opinion of the members is known, the Governing Body will decide whether such a session should be held.

It was further decided that the Advisory Committee on Salaried Employees should meet on 27 and 28 March, 1932.

The first meeting of the Committee on Conditions of Work in the Iron and Steel Industries, the establishment of which had been decided on at a previous Session of the Governing Body, will be held in April, during the next Session of the Governing Body.

The Director was authorised to arrange for a session, before June next, of the Technical Conference on Placing, which has been called for by the Commission of Inquiry on European Union with the object of co-ordinating national placing services in Europe.

The International Labour Organisation and the World Monetary and Economic Conference

The Governing Body decided to accept the invitation from the Council of the League of Nations to the International Labour Organisation to participate in the World Monetary and Economic Conference. This invitation provided for the nomination of three representatives of the Organisation who would take part in the Conference in an advisory capacity, and for the utilisation of the technical services of the International Labour Office by the Conference so far as the latter should consider it necessary.

The representatives of the International Labour Organisation at the Monetary and Economic Conference will be nominated by the Governing Body at its Session in April.

The Governing Body decided that its next Session should open on 27 April at Geneva. Meetings of the various committees will be held on the preceding days.

CONDITIONS OF WORK IN THE TEXTILE INDUSTRY

The Committee on Conditions of Work in the Textile Industry held a meeting at the International Labour Office on 6 and 7 February, 1933, with Mr. Leggett (British Government representative) in the Chair. Those present were: Government representatives: Mr. Leggett (Great Britain), Mr. Anselmi (Italy), Mr. Yoshisaka (Japan); Employers' representatives: Mr. Kirkald (Great Britain), Mr. Delfino (Italy), Mr. Vanek (Czechoslovakia), Mr. Miyajima (Japan); Workers' representatives: Mr. Boothman (Great Britain), Mr. Roedel (Germany), Mr. Jouhaux (France).

During the meeting the Committee considered the results of the second consultation of Governments on the proposed international inquiry into conditions of work in the textile industry.

Out of the twenty-one Governments consulted, eighteen had replied, namely: Austria, Belgium, Canada, Czechoslovakia, Estonia, France, Germany, Great Britain, Hungary, India, Italy, Japan, Netherlands, Poland, Rumania, Spain, Switzerland, United States.

In response to observations made by some of the Governments, the Committee suggested certain improvements in the questionnaire drafted for the inquiry.

As regards the date on which the inquiry should take place, the Committee adopted a resolution recommending to the Governing Body that the International Labour Office should again approach the Governments in order to find out definitely how far they were disposed to collaborate. When the Governments of the chief textile countries had indicated their willingness to participate, the Governing Body could decide whether the Committee should meet again to consider the possibility of proceeding with the inquiry.

HOURS OF WORK IN COAL MINES

Delegates of the Governments of Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands and Poland met on 20 February at Geneva to discuss the possibility of simultaneous ratification and application, at the earliest possible moment, of the Convention limiting hours of work in coal mines.

They took note of the difficulties which would be encountered by Great Britain in applying the Convention, particularly in connection with the relief of men engaged on certain kinds of continuous work and with week-end work, and concluded that, in view of these difficulties, on which they were not in a position to pronounce an opinion, simultaneous ratification did not appear possible at the moment.

It was considered that a further unofficial meeting could not usefully be contemplated until the International Labour Office had collected information as to the way in which these two questions have been settled in the other countries concerned.

RATIFICATIONS OF INTERNATIONAL LABOUR CONVENTIONS

On 28 February, 1933, the number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour

Office was 499. By the same date 52 ratifications had been authorised by the competent national authorities but had not yet been registered with the Secretary-General of the League.

During February, 1933, six new ratifications were registered.

Austria has ratified the Convention concerning hours of work in commerce and offices, adopted by the International Labour Conference at its Fourteenth Session (Geneva, 1930). This ratification will take effect only after ratification of the Convention by Germany.

The *Dominican Republic* has ratified the Conventions concerning hours of work in industrial undertakings and the minimum age for admission of children to industrial employment, adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning the minimum age for admission of children to employment at sea, adopted by the Conference at its Second Session (Genoa, 1920); and the Convention concerning the age for admission of children to employment in agriculture, adopted by the Conference at its Third Session (Geneva, 1921).

The *Union of South Africa* has ratified the Convention concerning the marking of the weight on heavy packages transported by vessels, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929). This ratification was made conditional on ratification of the Convention by France, Germany, Great Britain and Italy.

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THE SEVENTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Seventeenth Session of the International Labour Conference will open in Geneva on 8 June, 1933. In view of the number and inherent interest of the problems to be submitted to it, and also of the circumstances in which it meets, this Session is of exceptional importance.

The agenda includes no less than five items, which have been placed officially in the following order :

I. Abolition of fee-charging employment agencies (second discussion).

II. Invalidity, old-age and widows' and orphans' insurance (second discussion).

III. Unemployment insurance and various forms of relief for the unemployed (first discussion).

IV. Method of providing rest and alternation of shifts in automatic sheet-glass works (first discussion).

V. Reduction of hours of work : Report of the Tripartite Preparatory Conference.

Three of these questions clearly bear a close connection with the anxiety to which the persistence of the economic depression has given rise throughout the world, and which has led to the convening of the World Conference in London.

The problem of unemployment insurance and the various forms of relief for the unemployed is a question of immediate urgency in nearly every country.

The abolition of fee-charging employment agencies is generally considered as a necessary condition for the rational organisation of free public employment exchanges, whose object it is to prevent the existence of vacant posts at a time when many workers are involuntarily unemployed.

The reduction of hours of work, finally, has been brought forward as a measure likely to reduce the number of unemployed by increasing the opportunities of employment.

These three items on the agenda bring the International Labour Conference into direct touch with the whole problem of the depression, a problem that is also set before it by the report of the Director of the International Labour Office, Mr. Harold Butler. This report deals with the economic depression, bringing its social consequences into relief. It outlines the activities of the International Labour Organisation amidst the difficulties of the past year, and concludes by laying emphasis on the need for international co-operation in economic reconstruction. Last year the report of the Director to the Sixteenth Session of the Conference—which was to be the last report of Albert Thomas—gave rise to very comprehensive discussion. The outcome was a general resolution of great importance, which has without a doubt helped to intensify and direct the movement of ideas that has given rise to the World Economic and Monetary Conference. This year, the International Labour Conference will be sitting at the same time as this World Economic and Monetary Conference, which it had so insistently demanded should be held, and it is to be expected that the decisions of each will not be without effect on the other. What happens in London will certainly affect the events in Geneva, and *vice versa*. This coincidence invests the deliberations of the Seventeenth Session of the International Labour Conference with greater actuality, which is enhanced by the fundamental and permanent interest of the questions on the agenda.

The conditions in which these various questions have come before the Conference may be briefly recalled.

Abolition of Fee-Charging Employment Agencies

The question of the abolition of fee-charging employment agencies passed through the first stage of the double discussion procedure already at the last Session of the Conference, when a number of points were defined on which Governments should be consulted by questionnaire with a view to the consideration of definite proposals at the next Session. For this year's Session, a report prepared by the International Labour Office contains the replies of the Governments, a review of the problem in the light of these replies, and drafts of proposals intended to serve as a basis for discussion and decisions by the Conference.

Of the thirty-three Governments which replied before completion of the report, only a few are opposed to or dubious about the abolition of fee-charging employment agencies, while the great majority are in favour of the principle of an international convention providing for such abolition.

The Office has accordingly drafted a Convention providing for the abolition, after a period of three years, of employment agencies which charge fees to employers or workers and are carried on with a view to profit, exceptions being permitted under certain conditions for agencies which cater for special categories of workers. Provision is made for the licensing and supervision of agencies conducted by philanthropic or other associations which charge fees but are not operated for profit. During the transitional period no new fee-charging employment agency would be allowed to be established, and the working and fees of existing agencies would be subject to public supervision.

These provisions are supplemented by a draft recommendation embodying suggested rules and methods for applying the Convention. It is recommended that free public employment offices should be adapted to the needs of the various occupations which still rely on fee-charging agencies; that specialised exchanges should be set up for these particular occupations; that representatives of workers and employers should be asked to collaborate in the working of public employment exchanges and should be consulted before exceptions are permitted as contemplated in the Convention; and that employment agency operations should be prohibited in connection with certain activities, such as those of public houses, pawnshops, etc.

Invalidity, Old-Age and Widows' and Orphans' Insurance

Compulsory invalidity, old-age and widows' and orphans' insurance has attained a very wide development during the last fifty years, more especially in Europe, but also in other parts of the world. At present there are in force some fifty sets of legislation on compulsory insurance covering nearly 100 million employed persons, and there are also special schemes for seamen, railway employees, civil servants, and manual and non-manual workers in public services, which schemes also cover large numbers of persons. If regard is had to the fact that benefits are granted not only to insured persons but in the case of death to widows and orphans, it must be recognised that compulsory invalidity, old-age and widows' and orphans' insurance plays an extremely important part in the protection of a huge total of working-class families.

Existing systems of national legislation accordingly furnish in themselves a substantial basis for the framing of international regulations. Hence, too, the fact that the consultation of Governments, carried out in accordance with the decision of the International Labour Conference after the first discussion of the subject last year, has on the whole produced very favourable results.

The Blue Report prepared by the International Labour Office for this year's Session, which will engage in the second discussion, reproduces the replies of the Governments to the questionnaire sent them, gives a general survey of the problem in the light of these replies, and draws certain conclusions.

In its report the Office notes that all the Governments which have given detailed replies to the questionnaire are in favour of framing international regulations laying down the principle of compulsory insurance, and no Government has definitely opposed this principle. In view of this general attitude, the Office has prepared several proposed Draft Conventions. It proposes that the Conference should adopt three Draft Conventions relating to old-age insurance, invalidity insurance, and widows' and orphans' insurance respectively, for manual and non-manual workers, including apprentices, employed by industrial or commercial undertakings or in the liberal professions, and for outworkers and domestic servants. It also proposes the adoption of three Draft Conventions covering the same risks in the case of persons employed in agricultural undertakings. A Recommendation is suggested embodying general principles relating to a number of problems not covered by the Conventions, and a further recommendation dealing with curative and preventive action by insurance institutions. Finally, the Office proposes that the Conference should defer until 1934 consideration of the maintenance of the pension rights of workers migrating from one country to another.

Unemployment Insurance and Various Forms of Relief for the Unemployed

The question of unemployment insurance and various forms of relief for the unemployed has been placed on the agenda of this year's Session for first discussion, but it is not new to the International Labour Conference, since at the first Session held in Washington in 1919 a Recommendation was adopted urging each State Member to "establish an effective system of unemployment insurance, either through a Government system or through a system of Government subventions to associations whose rules provide for the payment of benefits to their unemployed members." This Recommendation has not remained a dead-letter, for since 1919 unemployed insurance has spread rapidly.

At the beginning of 1919, the number of workers insured against unemployment was about 4½ to 5 millions, the great majority (3,750,000) being in Great Britain, at that time the only country with a system of compulsory unemployment insurance. At present unemployment insurance is compulsory in nine countries: Australia (Queensland), Austria, Bulgaria, Germany, Great Britain, and Northern Ireland, the Irish Free State, Italy, Poland, and Switzerland (eleven Cantons), and voluntary in nine countries: Belgium, Czechoslovakia, Denmark, Finland, France, Netherlands, Norway, Spain, and Switzerland (eleven Cantons). The total number of workers covered by these systems may be estimated at over 42 million.

During the last few years nearly every country has been forced to come to the assistance of its unemployed, and a large number of relief organisations have been set up, created or subsidised by the State.

The Grey Report prepared by the International Labour Office as a basis for discussion by the Conference this year contains detailed information on the various official unemployment benefit schemes throughout the world. There are three main types of scheme in existence: (1) State insurance schemes, supplemented in most cases by relief schemes for those who have exhausted their right to benefit and are still unable to find employment; (2) voluntary trade union schemes subsidised by the State and also supplemented in most cases by relief schemes; and (3) unemployed relief organised by the local authorities with the aid of State subsidies and associated in some cases with employment on various works.

The report examined the situation of the wholly unemployed and short-time workers in relation to benefit schemes. It deals with the classes of workers included, with a special reference to agriculture, and the conditions and rates of benefits, including facilities other than the payment of cash benefits; the question of financial resources forms the subject of a detailed study, and there are chapters on administrative organisations and the treatment of foreigners.

The countries for which information is given include practically all the European countries as well as Australia, Canada, New Zealand, and the United States.

In conclusion, the report sets out the points on which Governments could be consulted in preparation for the second discussion of the question in 1934.

Methods of Providing Rest and Alternation of Shifts in Automatic Sheet-Glass Works

The question of methods of providing rest and alternation of shifts in automatic sheet-glass works also comes up for first discussion during the 1933 Session. The problem is that of applying the weekly rest to workers in a branch of the glass industry where it is admitted that it is technically impossible to suspend manufacture on Sundays.

A Grey Report prepared by the International Labour Office to serve as a basis for the work of the Conference gives a general survey of the present system of regulating the supervision of rest and the alternation of shifts in different countries. The Office has thought fit to give first a brief description of the manufacturing processes and the machines used in the sheet-glass industry, and the work involved. The report then analyses the various methods at present employed for ensuring continuity of work. Finally, it indicates the essential factors to be considered when the time comes for framing international regulations, and enumerates the points on which it would be advisable to consult the Governments in the intervals between the first and second discussions.

Reduction of Hours of Work

The Preparatory Conference of January last and the decisions of the Governing Body of the International Labour Office are of too recent date to make it necessary to describe here in detail the special procedure by which the question of the reduction of hours of work, considered as a means of remedying unemployment, is being brought before the 1933 Session of the International Labour Conference.

In accordance with the decisions of the Governing Body, the International Labour Office transmitted the report of the Preparatory Conference to the Governments, requesting them to make any observations by 15 April. On the basis of the votes of the Preparatory Conference and the replies received from Governments, the Office has prepared a Grey-Blue Report, which will furnish the International Labour Conference with all the material on which to base such decisions as it thinks fit. The report has in fact been compiled with a view to the two alternatives before the Conference.

It contains, on the one hand, the points for a draft questionnaire to the Governments should the Conference decide to proceed this year only to a "first discussion" and to defer the adoption of the final text until 1934. On the other hand, the report supplies draft texts should the Conference make use of its power to consider that the Preparatory Conference of January constituted an adequate "first discussion," and decide to adopt one or more Draft Conventions or Recommendations this year. With a view to this second alternative, the Grey-Blue Report submits to the Conference three proposed Draft Conventions on the reduction of hours of work, relating to industry in general, coal mines, and salaried employees respectively.

The maintenance of the workers' standard of living is dealt with in a draft recommendation.

Finally, the International Labour Office submits to the Conference a draft resolution in favour of a thorough investigation of the problem of so-called technological unemployment, that is to say, unemployment directly caused by the application of technical improvements.

Other Questions Submitted to the Conference

As usual, the Conference will have before it the report of the Director on the work of the Organisation. This year, too, the report will deal almost exclusively with the world depression and its social effects; an analysis will be given in the next issue of the *Monthly Summary*.

The Conference will also consider the reports on the application of the six International Conventions adopted in 1920 and 1921, which have been in force for ten years. No proposal for revision has been made in respect of any of these Conventions.

In pursuance of resolutions adopted at its Eleventh and Sixteenth Sessions, the Conference will consider a report on collective agreements in agriculture.

It will also be called on, as on previous occasions, to consider the annual reports submitted by the States Members in accordance with Article 408 of the Treaty of Peace on the measures that have been taken to give effect to the provisions of Conventions ratified by them.

THE SIXTY-SECOND SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met for its Sixty-second Session on Thursday morning under the chairmanship of Sir Atul Chatterjee (India).

In opening the Session, the Chairman welcomed Mr. Jurkiewicz (Poland), former Minister of Labour and Social Welfare, who took the place of the late Mr. Sokal, and Mr. Engel, who attended the meeting of the Governing Body for the first time as substitute for Mr. Krohn, Secretary of State for Labour, the new representative of the German Government. He also extended a welcome to Mrs. de Palencia, who represented the Spanish Government, and to Mr. Maugham, Australian employers' representative, who acted as substitute for Mr. Gemmill (South Africa).

On the proposal of the Chairman, supported by representatives of the three groups, the Governing

Body decided to send a telegram of condolence to its former Chairman, Mr. Ernest Mahaim (Belgian Government representative), who recently suffered a double bereavement by the deaths of his wife and his mother. Mr. Mahaim was unable to attend the Session in person, and his place was taken by Mr. Bribosia.

On behalf of the Workers' Group, Mr. Jouhaux (France) expressed surprise at the absence of the German Workers' representative, Mr. Leuschner, and asked for information on the subject.

Mr. Engel, German Government representative, said that Mr. Leuschner had indicated that under present circumstances he did not consider it advisable to attend the meeting of the Governing Body. Mr. Leuschner had not been subject to pressure of any kind. Under present conditions the German Government could only approve Mr. Leuschner's attitude.

Mr. Jouhaux replied that national conditions could not affect the discharge of the duties attaching to the position of workers' member of the Governing Body. Such member did not represent their own country; they were appointed by the workers' delegates at the International Labour Conference, to whom alone they were responsible.

The Chairman said that the Director of the International Labour Office had received from Mr. Leuschner a telegram to the effect that it was impossible for him to attend the meeting. Under these circumstances it did not appear that the discussion could usefully be continued, and he therefore proposed that the Governing Body should proceed with the next business. This proposal was accepted without opposition.

Mr. Yoshisaka, representative of the Japanese Government, announced that his Government had decided to continue to collaborate with the International Labour Organisation in spite of the fact that it had felt obliged to give notice of withdrawal from the League of Nations. The Japanese Government attached great value to the work of the International Labour Organisation. It considered that this work should be pursued quite apart from all political considerations, and that it required the collaboration of all countries.

The Chairman, on his own behalf and on that of the Governing Body, expressed satisfaction at the statement made by Mr. Yoshisaka.

Agenda of the 1935 Session of the International Labour Conference

The Governing Body made a preliminary examination of the questions which might be placed on the agenda of the 1935 Session of the International Labour Conference. At the request of the oversea countries, it had been decided to hold a preliminary discussion of the question at the present Session of the Governing Body in order that a final decision might be taken in October, and that, in spite of the difficulties of distance, the Governments and the employers' and workers' organisations of distant countries might have sufficient time for the study of the questions selected.

After discussion the Governing Body provisionally selected the following questions: freedom of association, workers' holidays with pay, the effects of prolonged unemployment among young persons, conditions of recruiting native labour, living-in conditions for workers, regulation of the opening and closing of shops, employment of children in the cinema industry.

In accordance with the usual procedure, the International Labour Office will prepare a report on the law and practice in the different countries on each of these questions. These reports will be submitted to the Governing Body at its Session to be held in October next, when it will take a final decision regarding the agenda of the 1935 Session of the Conference.

Employment of Women During the Night

The Governing Body adjourned till its October Session the examination of the consequences of the advisory opinion given by the Permanent Court of International Justice on 15 November, 1932, regarding the application of the 1919 Convention concerning the employment of women during the night to women holding positions of supervision or management and not ordinarily engaged in manual work.

Application of International Labour Conventions

The Governing Body decided to submit to the next Session of the International Labour Conference the report of the Committee whose duty it is to examine the annual reports made by the States, in accordance with Article 408 of the Treaty of Peace, concerning the measures which they have taken to apply the International Labour Conventions ratified by them.

Resolutions of the Advisory Committee on Salaried Employees

The Governing Body examined the report of the Session of the Advisory Committee on Salaried Employees held in Geneva on 27 and 28 March last. It decided to transmit to the coming Session of the Conference, without any expression of views, the resolution of this Committee concerning the reduction of hours of work of salaried employees as a means of creating new opportunities of employment.

It was further decided to transmit to the Governments, for information, the resolutions adopted by the Advisory Committees on Salaried Employees and on Professional Workers, on the two questions of inventions by salaried employees and the radius clause.

The other resolutions adopted by the Advisory Committee on Salaried Employees—on regulation of the hours of opening and closing of shops, Sunday rest, and holidays with pay—will be considered by the Governing Body when it draws up the agenda of coming Sessions of the International Labour Conference. Two of these questions—the regulation of shop hours and holidays with pay—have already been provisionally placed on the agenda of the 1935 Conference, which will be definitely settled at the October Session of the Governing Body.

Term of Office of the Director of the International Labour Office

On the report of its Establishment Committee, which is studying questions affecting the internal organisation of the International Labour Office, the Governing Body decided that the period of appointment of the Director of the Office should run for ten years from the date on which he was appointed to the position. Mr. Harold Butler made before the Governing Body the declaration provided for in the new Staff Regulations for international officials adopted by the last Assembly of the League of Nations, by which he solemnly undertook to exercise his functions in all loyalty, discretion, and conscience, and to discharge his functions and regulate his conduct " with the interests of the International Labour Organisation alone in view, and not to seek or receive instructions from any Government or other authority external to the International Labour Office."

The Governing Body also adopted the report of its Establishment Committee suggesting that the credit for the post of Deputy-Director should be struck out of the budget for 1934, the post being still mentioned *pro memoria*, on the understanding that the Governing Body may at any time examine the question of striking out even the mention of the post, or decide to appoint someone to it.

Joint Maritime Commission

The Governing Body authorised the Director to convoke the Joint Maritime Commission before the end of the current year, the exact date to be fixed after consultation with the Chairman and the two Groups of the Commission.

Agricultural Work

It was resolved to constitute as a " Committee on Agricultural Work " the six representatives of the Governing Body on the Mixed Advisory Agricultural Committee, with authority to co-opt as they considered fit employers and workers competent in agricultural matters as well as experts from the International Institute of Agriculture.

Representatives of the International Labour Organisation at the London Conference

The Governing Body designated the following as representatives of the International Labour Organisation at the World Economic and Monetary Conference in London : Government Group, Sir Atul Chatterjee (Chairman of the Governing Body), with Messrs. Riddell and Engel as substitutes ; Employers' Group : Mr. Oersted (Denmark), with Mr. Forbes Watson (Great Britain) as substitute ; Workers' Group : Mr. Jouhaux (France), with Mr. Schürch (Switzerland) as substitute.

The 1934 *Budget*

The Governing Body adopted the Budget of the International Labour Organisation for 1934. In drawing up the estimates, which amount to 8,257,876 francs, every effort has been made to respond to the desire for economy which prevails in all countries. The amount voted for 1933 was 8,851,972 francs. The decrease, as compared with the preceding year, is therefore 594,096 francs, or 6.71 per cent.

It was decided to hold the next Session at Geneva on 6 June, before the opening of the Seventeenth Session of the International Labour Conference, which is fixed for 8 June, 1933.

REDUCTION OF HOURS OF WORK OF SALARIED EMPLOYEES

The Advisory Committee on Salaried Employees, which was set up by the Governing Body of the International Labour Office as a medium for ascertaining the views of salaried employees' organisations on matters of interest to them, held its second session at Geneva on 27 and 28 March, 1933.

The following members representing salaried employees were present : Messrs. Brost (Germany), Christophe (Belgium), J. Hallsworth (Great Britain), Horand (Switzerland), Klein (Czechoslovakia), Landi (Italy), Ogishima (Japan), Raabe (Poland), Schneider (Germany), Schröder (Germany), Smit (Netherlands) G. Tessier (France). The Governing Body of the International Labour Office was represented by Dr. Feig (Government representative, Germany) and Mr. Mertens (Workers' representative, Belgium).

The Committee noted the discussions which took place at the Tripartite Preparatory Conference in January last and in the Governing Body of the International Labour Office concerning the reduction of hours of work as a means of reducing unemployment.

It unanimously expressed the wish that the proposed reduction of hours should apply to the fullest possible extent to all categories of undertakings employing salaried employees, and that the international regulations should be drawn up in the form of a single Draft Convention covering all the undertakings in which a reduction of hours was to be applied, taking account of the special conditions of work of salaried employees.

In another resolution the Committee emphasised the urgent necessity for international regulations guaranteeing a complete Sunday rest for all employees. Exemptions from this principle should be permitted only for the satisfaction of really urgent needs, and in such cases a compensating day of rest should be granted in the week immediately following the Sunday, without prejudice to the safeguarding of the weekly half-holiday. If it is desired in any country, for persons belonging to certain religions, to replace the Sunday rest by another weekly rest day, such a change should be permitted only on condition that its strict application is ensured, and that the right of salaried employees not belonging to those religions to have a complete Sunday rest remains unaffected.

In addition, the Committee, considering that the limitation of the hours of work of commercial employees could be achieved only by fixing a definite hour beyond which shops may not remain open, expressed the conviction that an international Draft Convention on the subject should be adopted as early as possible. This Draft Convention would fix the latest hour for the closing of shops at 7 p.m. on week days, and would also stipulate that the competent authorities should be completely free to fix an earlier hour for shop closing and to grant a weekly half-holiday in addition to the Sunday rest.

The Committee further recommended the adoption of international regulations guaranteeing to salaried employees an annual holiday with pay of not less than fourteen days. The length of the holiday should be increased in proportion to length of service in the undertaking, account being taken as far as possible of service in other undertakings.

The Committee also dealt with the protection of salaried employees' inventions and clauses restricting liberty of employment (radius agreements). As reported above, the views which it expressed on these points will be submitted to the Governing Body of the International Labour Office along with the above recommendations.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

In accordance with Article 408 of the Treaty of Peace, the States Members of the International Labour Organisation make annual reports to the International Labour Office on the steps taken by them to give effect to the Conventions which they have ratified. Before these reports are submitted to the Annual Session of the International Labour Conference, they are examined by a Committee of Experts for observations.

This Committee met in Geneva from 27 March to 1 April, 1933, under the chairmanship of Mr. Jules Gautier (France.)

The following were present: Mr. Erich (Finland), Sir Selwyn Fremantle (India), Mr. de Kozembar-Ryskowski (Poland), Mr. von Nostitz (Germany), Mr. Quadrat (Czechoslovakia), and Mr. Rappard (Switzerland).

This year 406 reports were submitted to the Committee, as against 378 in the previous year. After a careful study of all the documents, the experts drew up their observations in the form of a report, which was adopted unanimously and which the Governing Body of the International Labour Office decided to transmit to the International Labour Conference next June.

In its report the Committee noted the increasing care with which most of the States Members of the International Labour Organisation replied to the questionnaire sent them. It emphasised the special importance of factory inspection as a means of ensuring the effective application of international social legislation. In this connection it suggested that the International Labour Office should convene annual meetings of representatives of the inspection services of any States Members which might wish to take part; these meetings would provide a valuable opportunity for an exchange of views on the technical aspects of the enforcement of conventions.

The experts also noted that constant progress was being made in the application of international labour conventions to colonies, and drew up a number of recommendations for furthering efforts in this direction.

CONDITIONS OF WORK IN THE IRON AND STEEL INDUSTRY

The new Committee on Conditions of Work in the Iron and Steel Industry held its first meeting on Saturday 22 April, 1933, at Geneva.

This Committee was set up in consequence of the adoption of a resolution by the International Labour Conference in 1931, in which the Conference, "considering the economic difficulties which are manifesting themselves in the iron and steel industry throughout the world," requested the Governing Body of the International Labour Office "to consider the possibility of undertaking an investigation as early as possible" into the conditions of work in the industry. In pursuance of this resolution the Governing Body decided in principle that the inquiry contemplated by the Conference should be undertaken and set up by a committee of twelve members (four from each of the Government, Employers' and Workers' Groups) to make proposals to the Governing Body.

The following were present: Government Group: Mr. Norman (Great Britain), Mr. Weber (Germany); Employers' Group: Mr. Gregorson (Great Britain), Mr. Krüger (Germany), Mr. Lambert-Ribot (France), Mr. Oersted (Denmark); Workers' Group: Mr. Chevalme (France), Mr. Hayday (Great Britain), Mr. Mertens (Belgium).

Mr. Norman, British Government representative, was unanimously appointed Chairman.

The Committee had before it a preliminary report in which the International Labour Office had used the material already at its disposal to indicate the possible bases for the proposed special inquiry.

After a general discussion, turning mainly on the question of expediency, the Committee adopted a resolution stating that in view of the existing abnormal conditions in the iron and steel industry, the present moment is inopportune to proceed with the proposed inquiry, but requesting the International Labour Office, notwithstanding this, to continue its study of the general conditions of labour in the industry with a view to its examination later by the Committee.

INTERNATIONAL CONFERENCE OF PLACING EXPERTS

In pursuance of a proposal made by the Commission of Enquiry for European Union, the International Labour Office has convened a Technical Conference to open in Geneva on 9 June next for the special purpose of studying the measures which might be taken for establishing co-ordination between national placing systems on a European basis.

This Conference will deal in particular with the organisation of a steady exchange of information between different countries as to the state of the labour market and the creation of the necessary international institutions. It will study measures for facilitating bilateral relations between the various national placing systems for the transfer of labour from one country to another. It will also compare the placing methods followed in the different countries.

When authorising the Director of the International Labour Office to convene this Conference, the Governing Body expressed the opinion that it was not desirable to restrict it to Europe, and that oversea countries should also be entitled to take part in the work if they so desired. Consequently all the Governments of the States Members of the International Labour Organisation have been invited to send one or more placing experts to the Conference.

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REPORT OF THE DIRECTOR TO THE SEVENTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

In his report to the Seventeenth Session of the International Labour Conference Mr. Harold Butler, after a short preface recalling the heavy loss suffered by the Organisation in the death of the Office's first Director, Albert Thomas, considers the progress of the economic depression since March, 1932, illustrating his analysis with a number of charts showing the fall in prices, the slackening of production and the decline in trade.

The Director lays special emphasis on the social consequences of the depression ; in spite of determined efforts and heavy expenditure, unemployment has not only failed to diminish but has even increased. Wage reductions, in countries where they have been resorted to, have done nothing to remedy the situation ; the consuming power of the masses has declined still further ; sales have shrunk, and the burden on social insurance has swelled to alarming proportions

Mr. Butler outlines the action of the International Labour Organisation in the face of these manifold difficulties. He points out that, in spite of the depression, further ratifications of Conventions have been registered ; steps have been taken to convene a World Conference for financial and economic reconstruction ; and attempts have been made to seek a partial remedy for unemployment in a reduction of hours of work, leading to the submission of this question first to a Preparatory Conference held in January last, and subsequently to the International Labour Conference itself at its present Session.

In conclusion the Director seeks to define the aims at which all economic and social discussion is now being directed, and to outline the various forms which economic planning seems to be taking.

A brief summary of the main chapters of the Report are given below.

THE MARCH OF THE DEPRESSION

The world economic depression has overshadowed every human activity and produced a series of cataclysms in the financial sphere. In view of its growing intensity and world-wide effects, it is impossible to consider it any longer purely as one of those temporary setbacks periodically recorded in the past, such as occurred, for instance, in 1907 and 1921.

Without attempting a complete estimate of the economic position, the Director picks out the more salient phenomena which have distinguished the last twelve months.

In the first place, there is the decline in wholesale prices. With the exception of coffee and petroleum, world values in all the major commodities continued to decline during the first six months of 1932. In the third quarter of the year a distinct upward movement took place, except in the case of wheat ; but by the end of the year the gains had been neutralised by a further fall. The levels reached in many cases were without precedent in modern times, particularly in that of wheat, which in December last was cheaper than at any time since the sixteenth century.

No less striking is the decline in international trade. The total value of world trade in the third quarter of 1932 was only about one-third of the corresponding period of 1929. Moreover, the quantum of goods in foreign trade appears to have fallen by at least 25 per cent., by far the largest fall on record. It may be noted, however, that a slackening in the rate of the decline took place in the autumn, which has not since been maintained.

During the third quarter of last year the output of consumers' goods showed distinct signs of nascent recovery, but there was no corresponding movement of consumption to maintain this upward tendency. As long as the purchasing power of the masses dependent on industry, and still more of the agricultural population, undergoes no revival, no general improvement of manufacturing production can be expected.

The Director proceeds to review briefly the situation in the realm of money and finance. A few partial signs of improvement which appeared were at best hardly more than negative in character. Against them must be set the budgetary difficulties, the immensely increased burden of public and private indebtedness, the cessation of international lending, and the rapid contraction of national and private incomes which have resulted from the fall in prices and the disorganisation of the exchanges. Finally, the collapse of the banking system in the United States is likely to throw back for a time the faint efforts towards convalescence which have made themselves felt. On the other hand, the vigorous steps taken by President Roosevelt to restore stability to the banking system may in the end prove to be the foundation of American recovery.

The Report goes on to point out the dangers inherent in the general want of confidence in the future due to the financial and economic confusion and aggravated by the widespread apprehension of the political situation in Europe, South America and the Far East.

"All past experience suggests that wars and rumours of war are very potent factors in checking the flow of capital and the expansion of business. The cessation of international lending, which is one of the most serious features of the present position, is no doubt very largely due to political apprehensions. As long as armed conflicts continue, and the danger of a new race in armaments with the prospect of future conflagrations persists, is any general revival of the world's prosperity to be anticipated ? Although these political upheavals are in a large measure the outcome of the economic disorders from which humanity is suffering, they have now become a major obstacle in the way of any effective action towards general recovery.

"As has already been shown, production, prices and the stock exchanges became more buoyant in the autumn of last year. This revival of confidence is generally, and no doubt rightly, ascribed to the Lausanne agreement. The settlement of reparations, and the anticipation of a settlement of war debts, at once produced a more optimistic feeling, but although they have no doubt been an important contributory cause of the depression, it is easy to exaggerate their importance in relation to the world's total economy. It may be surmised that the stimulating effect of Lausanne sprang primarily from the hope that it was the beginning not only of a financial but also of a political settlement, and that if there has since been a relapse of confidence it is probably due more to the waning of that hope than to any delay in reaching an agreement on war debts.

"Indeed, a general survey of the situation suggests that the economic fever is slowly burning itself out, but that the forces of recuperation are being fatally weakened by the political complications which have supervened. As the Preparatory Commission for the Economic Conference has emphasised, there is no path towards economic salvation save by wholehearted and extensive international co-operation. Such co-operation is plainly unthinkable as long as national rivalries and antagonisms are being fostered rather than eliminated."

THE SPREAD OF UNEMPLOYMENT

In considering the social aspects of the depression, the Director notes in the first place that the world has now passed through its third winter of acute unemployment with all the untold misery, the waste of talent and energy and the frustration of hope which it entails. According to the statistics received by the Office for the months of January, February and March, 1933, unemployment showed a general tendency to increase rather than to diminish. In nearly every country the community has been constrained to undertake heavy expenditure in aid of the unemployed at a time when budgets are almost universally in actual or prospective deficit.

In Great Britain expenditure out of the unemployment fund was £51 million during the year 1924–1925, of which 28·3 per cent. was contributed by the State. In 1931–1932 the total had risen to £120 million, of which 72 per cent. was contributed by the State, these sums being in addition to the heavy burden carried by the local authorities. In Germany, 1,071 million RM. were spent on unemployment relief in 1928 (exclusive of local relief), of which only a small proportion was borne by the Federal and State Governments. In 1931 the figure had risen to 2,338 million, of which 38 per cent. was borne by the Federal and State Governments. In France 652·5 million French francs were distributed by the public unemployment funds in the period 1 April, 1931, to 1 August, 1932, of which 400 million francs were met by the State, the remainder being borne by local authorities. In the Netherlands unemployment expenditure, which was 5·2 million florins in 1924, had risen to 24·9 million florins in 1931, of which 32 per cent. was borne by the Government. In Switzerland 1·6 million francs were spent in 1924, and 37·9 million in 1931, of which 84 per cent. was borne by the public authorities, including the communes. With regard to the United States, no accurate figures are available, but some idea of the amount expended on relief is indicated by an estimate made by the Children's Bureau of the United States Department of Labour, from which it appears that over 50 million dollars were spent during the single month of September, 1932, in the areas for which statistics are available.

These huge social charges which unemployment has compelled every industrial community to assume are one of the most prominent characteristics of the crisis. They have enabled still more serious disturbances to be avoided, and have helped to sustain the purchasing power of the unemployed, thus benefiting the economic system in general.

Nevertheless unemployment insurance and assistance cannot be looked upon as a substitute for work. To "make" employment is still the main object in view, and Mr. Butler reviews the various efforts made in this direction during the past year. These include measures to induce employers to engage more workers, land settlement and allotment schemes and schemes for "labour service." Special emphasis is laid on public works, wholly or partly financed by the State.

It is certain that the action taken in a number of countries to set on foot construction work of various kinds has substantially contributed towards diminishing the actual or potential mass of unemployment. The Director instances the action taken in this sphere in Italy, France, the United States, Japan, Chile, Sweden and elsewhere—examples which indicate that this method has already been widely adopted.

"Moreover," continues the Report, "public works are not only justifiable because of the direct employment which they afford, but still more on account of the impetus which they give to industry. At a time when money is accumulating in the banks, or is even being hoarded because it can find no safe outlet in private enterprise, one of the most effective methods of restoring it to circulation is by loans for public enterprises. It is now being forcibly argued by many economists that this is the most effective means of raising prices, and thus setting in motion the upward spiral which can alone remove depression. This policy has not been tried on a sufficiently large scale to test its soundness, but as the failure of all other methods to combat the fall of prices becomes apparent, the need for new and bolder measures is being increasingly felt. It may well be found that direct action by the State to mobilise dormant capital in order to set the wheels of industry revolving more rapidly by extensive schemes for housing and other forms of national reconstruction is an essential step to launching recovery."

The Report brings out very clearly the fact that the present huge volume of unemployment is not wholly attributable to the depression. In 1928, which marked the nearest approach to general prosperity that has been experienced since the war, there was an average of 10,000,000 persons out of work on a conservative estimate. It is therefore unsafe to assume that the remedies for the depression are completely adequate to solve the problem of unemployment. Even were the depression to be overcome, there would still remain what has been called a "hard core" of unemployment, which could not be absorbed because it is due to other causes, independent of the economic disturbances, which are inherent in the structure of industry and are tending to become permanent. They include, for instance, changes due to the geographical redistribution of industry which has taken place since the war; the introduction of new inventions, which alter the distribution of activity; and, above all, the increased output due to technical progress and new methods of production, enabling industry to produce a much larger quantity of goods with a much smaller staff.

The Director stresses the importance of taking into account what is known as "technological unemployment," the existence of which can no longer be doubted, although its exact extent is difficult to determine.

He remarks, moreover, that the incentive to rationalisation has not been destroyed by the depression; on the contrary, it has been reinforced by the need for reducing costs to meet the falling-off of consuming power.

"It seems certain," he writes, "that when business activity revives the capacity of production in most branches of industry will have been increased and the need for labour diminished. If this is true, it will be possible to resume production on the pre-crisis scale without re-engaging a considerable proportion of the workers who were then employed. A further period will be required, during which unemployment will remain at an abnormally high figure, before the workers whose services have become superfluous can be once more reabsorbed. This is the problem which is now looming ahead. Its solution requires either the expansion of old industries or the creation of new ones to meet fresh demands for goods and services. But such demands can only become effective if consuming power keeps pace with the rapidly developing powers of production. We are thus led back to the fundamental question of restoring the balance between production and consumption, which lies ultimately at the root of all unemployment."

WAGE REDUCTIONS AS A REMEDY FOR THE DEPRESSION

Pursuing his study of the social aspects of the depression, the Director observes that during the past year wage rates have declined in almost every country.

It has indeed to be remembered that the cost of living has declined simultaneously, so that the real value of wages has been reduced much less than their nominal value. Nevertheless, a consideration of the total wage bill of different countries shows that in Germany, for instance, the aggregate real income of the workers in 1932 had declined by about 20 per cent., as compared with 1929. In the United States the aggregate purchasing power of the workers in manufacturing industry fell away in three years to the extent of nearly 48 per cent. The American Federation of Labour estimates that monthly earnings as represented by wages and salaries diminished by no less than $550,000,000 between January and August, 1932. In Great Britain weekly wage rates fell by £400,000,000 in 1931, and by £248,000,000 in 1932, while Mr. Colin Clark reckons that the total wage bill dropped from £1,840,000,000 in 1929 to £1,709,000,000 in 1931. In Italy the purchasing power of the workers fell by 19 per cent. between 1929 and 1932.

Considering whether wage reduction has proved a successful remedy for the depression, the Director of the International Labour Office replies to this question in the negative.

"It is impossible to deduce from the evidence available that wage reduction has brought about any marked improvement in employment anywhere. It might be expected that in countries such as the United States, where wages have been 'deflated' most, the symptoms of revival would be most apparent. Yet the contrary appears to be the case. In fact, the ratio of unemployment at the present time is considerably greater in the United States than in France and Great Britain, where nominal wages have undergone comparatively little reduction and where real wages have increased slightly rather than diminished. Even in countries like Australia and Germany, where radical deflation not only of wages and salaries but of retail prices, rates of interest and rents have been carried through, no appreciable improvement in the unemployment situation seems to have been effected."

The statistics for retail trade seem rather to confirm this impression. In Germany, where money wages fell by 13 per cent., retail trade declined by 7·3 per cent. in respect of foodstuffs and by 14·4 per cent. in respect of clothing between May, 1931, and May, 1932, these declines representing not values but quantities.

Even on the incomplete data as to wages which are at present procurable, it appears that wage reductions have not proved a remedy for the depression, whatever may have been the case in the past. This is understandable, if it is remembered that the rapid replacement of human labour by mechanical power is steadily diminishing the importance of wages as an element in the cost of production. The amortisation of machinery represents a relatively heavier burden, and it is obvious that if, as is frequently the case, wages now only represent 30 per cent. of the total cost of production, instead of 50 per cent. thirty years ago, a wage-cut of 10 per cent. has considerably less effect in reducing costs than formerly.

The Director notes that at the present time the resistance to wage reductions is stiffening, because the trade unions are determined to fight any further encroachment on the workers' standard of living, and because they are less and less convinced that any improvement in the general situation is likely to result. Their doubts are shared by a growing school of economic thinkers. It has been pointed out in this connection that the banking collapse in the United States was due in a large measure to the inability of many banks to realise their assets. Innumerable farmers were no longer able to pay interest on their loans, owing to the fall of prices, and the value of real estate had depreciated because the shrinkage of wages and other incomes made it impossible to maintain rents at their old value.

This example is perhaps the most striking instance of the workings of deflation. Mr. Butler notes that the opposite doctrine of "reflation," that is to say, of adopting concerted measures to restore the vast sums of money now lying idle to circulation, is gaining ground rapidly. "Emphasis is now being increasingly laid," he observes, "on the necessity of restoring the workers' spending power and of enabling him to buy what agriculture and industry are able to produce in abundance."

THE EFFECTS OF THE DEPRESSION ON SOCIAL INSURANCE

The influence of the economic depression on social insurance has been very marked.

Its consequences have been twofold, depleting the resources of insurance funds on the one hand and increasing the burdens upon them on the other, so that the financial stability of the schemes is endangered.

The income of the funds declines owing to the increase in unemployment, because the sum total of contributions diminishes with the reduction of wages. Contributions are paid less regularly; States reduce the extent of their financial assistance and in a few, happily rare, cases have stopped paying the insurance institutions the subsidies guaranteed to them; and the insurance institutions find it difficult to invest their resources with the necessary guarantees of security and at a rate of interest equal to that adopted for the actuarial estimates.

At the same time the claims made on insurance institutions increase because the unemployed flock to the sickness funds if there is no unemployment insurance. Privation saps the power of resistance of the unemployed, so that the morbidity rate rises. Older workers who fall out of employment and cannot find other work apply for invalidity pensions in excess of the estimated normal claims.

All these factors have put a severe strain on the financial stability of even the most perfect schemes and the most firmly established and best administered institutions.

It will be seen that prolonged and widespread unemployment destroys certain of the fundamental hypotheses on which social insurance is built up. If insurance institutions are to work normally, the insured persons as a whole must be actively employed on the average for a period varying under different schemes from forty-two to forty-eight weeks a year. But in very many countries, and for tens of millions of workers this hypothesis is no longer fulfilled. No contributions are being paid for the unemployed worker, or they are paid for a brief space only, after which he ceases to be insured. Thus these tens of millions of workers, already deprived of their employment, must suffer the consequences of unemployment a second time in the event of invalidity or old age, and if they die it is their survivors who will suffer, having no claim to benefits or to more than very inadequate sums. In both cases they have no alternative but an appeal for public relief.

That the sick, the unemployed, the aged and the widows and orphans should simply be told to address themselves to the poor relief authorities cannot be regarded as a satisfactory way of dealing with the problem.

In a number of countries other measures have been devised, and applied, for preserving the rights of insured persons while out of work, such as treating periods of genuine unemployment as contribution periods for the purpose of reckoning the qualifying period and maintaining insurance rights; payment of sickness, invalidity, old-age and widows' and orphans' insurance contributions out of the unemployment fund or out of a fund created for the purpose; and provision of a period of free insurance, during which the risk remains covered, even if no contributions are paid owing to the worker having ceased to be insured on account of unemployment. Measures of this kind are now in operation in Czechoslovakia, France, Germany and

Great Britain. They do much to relieve the situation of the unemployed, without, however, fully safeguarding their rights where unemployment is protracted.

In conclusion the Director asks whether steps could not be taken to generalise and enlarge the measures adopted to preserve the rights of the unemployed to social insurance. "The experience of the crisis seems to indicate that there is no other method by which the minimum amount of protection against ill-health, accident and old age can be ensured to the workers, which is an indispensable factor in the existence and development of any healthy community. It was the recognition of this fact that led to the establishment of social insurance. If it is now allowed to collapse under the stress of the depression, the great advance which it effected in the well-being of the last two generations will largely be lost and the outlook of the coming generation will be still further darkened."

ACTION OF THE INTERNATIONAL LABOUR ORGANISATION AND THE WORLD ECONOMIC AND MONETARY CONFERENCE

After thus describing the economic depression and the obstacles which it has placed in the path of social justice, the Director gives a short account of the action of the International Labour Organisation during the troubles of the past year.

In the first place he notes with satisfaction the progress made with the ratification of international labour conventions. Since the last Session of the Conference fifty ratifications have been deposited (the number has risen still further since the Report was written) compared with twenty-eight last year and thirty-eight in 1931.

The number of ratifications registered is thus the highest in any year since 1925, with the single exception of 1929.

This progress indicates that, in spite of the depression, interest in social legislation is still active and its value still recognised, and shows a desire on the part of a large number of countries, including many oversea countries, to bring their legislation into conformity with international standards in spite of the distractions and preoccupations of the crisis.

In regard to oversea countries, the Director notes various steps which have been taken to enable them to collaborate more closely with the Office.

Without dwelling at length on the work of the International Labour Office, which, as in the two previous years, is described in a special publication, the *I.L.O. Year-Book,* Mr. Butler calls particular attention to the attempts of the Office to conquer unemployment and in general to overcome the depression itself.

He recalls the steps by which the problem of shortening of working hours as a means of relieving unemployment has taken its place in the forefront of the Office's preoccupations and been placed on the agenda of the present session of the International Labour Conference.

He also gives an account of the important part played by the Organisation in the efforts to find a solution of the prevailing economic troubles. As early as 30 April, 1932, at its Sixteenth Session, the International Labour Conference laid down, in a resolution passed by a large majority, a far-reaching programme of financial and economic reconstruction, and subsequent events have shown that the Conference thus gave a considerable stimulus to the movement for the thorough examination of the fundamental problems raised by the depression. There is no doubt that its resolution, coming at a particularly timely moment when the Lausanne discussions were about to begin and the idea of an economic conference was beginning to be canvassed, exercised an important influence in preparing public opinion to support the necessary international action towards dealing with the crisis. When the London Conference meets it will have before it a programme dealing with all the questions to which the resolution of last year's Conference drew attention. Moreover, representatives of the Governing Body will attend its meetings, and the Office has been requested to place its services at its disposal. It may therefore be said that the importance of the contribution which the Organisation could make in finding a way out of the depression has been fully recognised. "This recognition," adds the Director, "implies that social and economic questions are now seen to be so closely interdependent that in seeking international solutions to them it is necessary to take full account of the social and industrial point of view which the Organisation is qualified to represent with supreme authority."

ECONOMIC PLANNING

Having completed his analysis of the events of the last twelve months, the Director notes that the International Labour Organisation is now advancing towards new problems and responsibilities.

In its early years it was primarily concerned with laying down the basic standards from which social progress could be reckoned. Those standards have already been widely adopted in Europe and are gradually radiating out into the other continents. But during that time Albert Thomas always conceived the Organisation as being ultimately destined to play its part in shaping industrial evolution in a new epoch, separated by an ever-widening chasm from the conditions and ideas of pre-war times. During his lifetime he saw the first fruits of his foresight beginning to materialise. Without underestimating the importance of the Convention adopted in recent years, it may fairly be said that the Conference and the Governing Body have served an even more valuable purpose as focuses for the movement of ideals than as instruments for elaborating and applying international social legislation. The regulation of labour conditions is no longer so much a matter of protecting the worker against abuse as a part of a rational organisation of society. One of the effects of the crisis has, indeed, been to strike the death-blow at the doctrine of pure *laisser-faire* and to reinforce the demand for management in economic affairs.

The Director therefore terminates his report with a brief glance at the forms which economic planning is already taking and the directions in which its future development seems to be tending.

Examples abound of the gradual encroachment of concerted action, national and international, on the free play of economic forces, whether it be to ensure that consumption shall keep pace with production, thus preventing the immense growth of productive power which science has rendered possible from becoming not only useless but positively harmful; to set on foot an international credit policy; to introduce international control of the prices of particular commodities; or to adjust tariff policy. They are all illustrations of the truth of Sir Arthur Salter's dictum: "The world's economic mechanism has lost its self-adjusting quality." It is unlikely to regain its old habits. "For better or for worse," writes the Director, "we are passing into an age when financial, commercial and industrial processes will be subjected to planned direction in an increasing measure. Management will no doubt take many different forms and work through many different methods. Though it will involve a larger degree of public control, it is not necessarily inconsistent with the maintenance of private enterprise and initiative within very wide limits. Few people believe, however, that further depressions, perhaps even more disastrous than the present, can be avoided in the future, unless well-conceived and carefully-executed measures are taken on an international scale to prevent them. . . .

"If unemployment is to be removed, economic balance preserved and future economic disasters averted, it can only be achieved by international co-operation for the more scientific direction of the world's economy. The pressure of events is steadily forcing the world to revise its old methods and to create the international organisation capable of giving it prosperity under modern conditions. At a moment when many are disposed to doubt the efficacy of the international institutions which already exist, the inevitability of international action was never so apparent. From this fact may be derived the certitude that they will ultimately be recognised as a necessary part of the world order, whatever trials and vicissitudes they may be destined to undergo in the years immediately ahead."

The Director concludes his Report with the following final reflection:

"Planning, whether national or international, will fail in its purpose unless it is inspired by social as well as by economic aims. The maintenance and improvement of social standards is one of the conditions of a healthy economic organism. Social justice is at the foundation of prosperity and without prosperity there can be no stable peace. In the planning of the future, therefore, the International Labour Organisation has an essential rôle to play, since its object is to reconcile material progress with social equity, without which no lasting advance of humanity is finally attainable."

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Monthly Summary of the International Labour Organisation

1933. No. 6 JUNE

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THE SEVENTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Seventeenth Session of the International Labour Conference was held at Geneva from 8 to 30 June. Despite the many difficulties of the present time, forty-nine States were represented, thirty-five of these by complete delegations. Turkey and Iraq participated as States Members for the first time. As was the case last year, Egypt, although not a Member of the Organisation, was represented by observers. The United States participated in the work of the Conference for the first time by sending four official observers, who took part in its discussions.

The President of the Conference was Mr. M. G. de Michelis, Italian Government representative. The Vice-Presidents were: Mr. Creswell, Government delegate, Union of South Africa; Mr. Cort van der Linden, Employers' delegate, the Netherlands; Mr. Hayday, Workers' delegate, British Empire.

As this was the first time that the Conference had met since the death of Albert Thomas, it desired to open its Session by paying a solemn and unanimous tribute to the memory of the first Director of the I.L.O. Then, during three weeks of uninterrupted work, the Conference carried out its very heavy programme, and definite decisions were arrived at in regard to every item on its agenda. As a result of some of these decisions, particularly those on questions of social insurance, an extremely important contribution has been made to the development of international protection for the workers.

Moreover, added interest was lent to the deliberations of the Conference by the fact that its proceedings began on the eve of the London Conference. It will be remembered that last year the International Labour Conference itself, in a resolution which was widely echoed, had demanded the calling of a world conference which should be empowered to adopt measures to promote world economic reconstruction. Now that this Conference has met, the International Labour Conference decided, by the adoption of a new resolution, to send to it an urgent appeal for immediate action.

This resolution, presented by the three groups of the Governing Body, was adopted without opposition. It was inspired by two main considerations: the extremely urgent character of the present situation, so sadly illustrated by the existence of thirty million unemployed, and the necessity of achieving positive results. It submitted to the Governments assembled in London a group of proposals which, taken as a whole, would tend to promote the recovery of economic activity, by increasing the purchasing power of the community and by setting on foot immediately large-scale public works, co-ordinated on an international basis, for which the large funds at present lying idle could be used.

Further, these fundamental ideas, to which the Director of the International Labour Office had devoted part of his Report to the Conference, were discussed by several speakers who took part in the discussion on his Report, and by Mr. Harold Butler himself in his reply at the end of this discussion, during which the essential interdependence of social and economic problems once again was very strongly emphasised.

As a result of this discussion the Director drew certain definite conclusions as to the line of action that the Organisation should pursue during the coming months. The various speakers suggested that attention should be devoted to four main problems: the competition between the old advanced industrial countries and some of the newer industrial countries overseas where the standard of living is lower; technological unemployment; the reduction of hours of work; and credit expansion through Government expenditure as illustrated by public works.

In addition to this essential work in the sphere of the development of ideas, the International Labour Conference, in this its Seventeenth Session, achieved very valuable positive results in the sphere of international social legislation.

In regard to two of the questions on its Agenda, the Conference adopted Conventions and Recommendations. These questions were: invalidity, old age and widows' and orphans' insurance, and the abolition of fee-charging employment agencies, of which there had already been a "first discussion" last year, and in regard to which this year, therefore, final decisions had to be taken.

In regard to three other questions which came before it for the first time, the Conference did most useful work in fixing the points on which the Governments should be consulted with a view to the drawing up of international regulations next year. These questions were: The reduction of hours of work, unemployment insurance and various forms of relief for the unemployed, and methods of providing rest and alternation of shifts in automatic sheet-glass works.

The following is a brief indication of the decisions taken on each question:

Invalidity, Old Age and Widows' and Orphans' Insurance

By large majorities the Conference adopted six Draft Conventions and a Recommendation which, together with the Conventions and Recommendations on workmen's compensation for accidents (1925) and on sickness insurance (1927), have resulted in the extension of international labour legislation to all the chief forms of social insurance (unemployment insurance also having been the subject of a "first discussion" this year with a view to the adoption of texts next year).

Separate Draft Conventions have been adopted in regard to Old Age Insurance, Invalidity Insurance, Widows' and Orphans' Insurance, for each of which there are two texts, concerning (1) workers employed in industrial and commercial undertakings, in the liberal professions, and for outworkers and domestic servants, and (2) workers employed in agricultural undertakings.

In regard to compulsory old-age insurance schemes, with which two Draft Conventions deal, it is provided that insured persons should be entitled to an old-age pension at the latest at sixty-five.

Two further Draft Conventions, which deal with compulsory invalidity insurance, provide that insured workers who become generally incapacitated for work, and who thereby are unable to earn an appreciable remuneration, shall be entitled to an invalidity pension.

Nevertheless, national laws or regulations which secure to insured persons medical treatment and attendance throughout invalidity, and if invalidity terminates in death, secure pensions at the full rate to widows irrespective of age or capacity for work, and to orphans, may make the award of an invalidity pension conditional upon the insured person being unable to perform remunerative work.

In the case of special schemes for non-manual workers, the insured person shall be entitled to a pension if he suffers from occupational incapacity which renders him unable to earn an appreciable remuneration in the occupation which he ordinarily exercised before the happening of the event insured against.

The Draft Conventions concerning widows' and orphans' insurance provide that as a minimum pension rights shall be conferred on widows who have not remarried and the children of a deceased insured or pensioned person.

Each of these Draft Conventions contains detailed clauses dealing with the exceptions which can be provided for by national laws or regulations, as to the conditions entitling a person to a pension and as to the fixing of the amount of a pension, etc.

Details in regard to the organisation and working of an insurance scheme naturally vary in accordance with the risks to be covered. Certain principles, however, are common to all the texts.

In the very first place, there is the principle of compulsory insurance which is the basis of all these Drafts.

Insured persons and their employers shall contribute to the provision of the financial resources of the insurance scheme. The insurance scheme shall be administered either by institutions founded by public authorities, and not conducted with a view to profit, or by public insurance funds. Nevertheless, national laws or regulations may also entrust its administration to institutions founded on the initiative of the parties concerned or of their organisations and duly approved by the public authorities.

The funds of insurance institutions shall be administered separately from public funds.

Representatives of insured persons shall participate in the management of insurance institutions under conditions to be determined by national laws or regulations, which may likewise decide as to the participation of representatives of employers and of public authorities.

Self-governing insurance institutions shall be under the administrative and financial supervision of public authorities.

The principle of equal treatment for foreign employed persons and nationals is also embodied in all these Draft Conventions.

These Drafts moreover provide that in the absence of laws or regulations, at the time when the Convention first comes into force, providing for compulsory insurance (invalidity, old-age, widows' and orphans') a non-contributory pension scheme which guarantees an individual right to a pension and fulfils certain well-defined conditions shall be deemed to satisfy the requirements of this Convention.

The work performed by the Conference in the adoption of these Draft Conventions was completed by the adoption of a Recommendation which indicated to the States certain general principles the application of which would seem, in the light of experience, to be most likely to yield the maximum practical results in operating compulsory insurance schemes.

Finally, the Conference decided to put on the Agenda of the 1934 Session of the Conference the question of the maintenance of pension rights of insured migrant workers.

Abolition of Fee-charging Employment Agencies

This measure, the adoption of which had been recommended by the International Labour Conference at its very first Session at Washington in 1919, as the natural complement of the compulsory institution of free public offices, has now been made an integral part of international social legislation by the adoption of a Draft Convention.

In the first place the Draft Convention adopted by the Conference defines the expression "fee-charging employment agency." Obviously it is any employment agency which, in return for its services, levies any charge whatever. Discussions in the Committee, however, showed clearly that some of the employment agencies included in this definition levied a charge with a view to profit, while others were not in any way conducted with a view to profit. Thus the Draft Convention in its first Article drew a clear distinction between the two kinds of " fee-charging employment agencies," for which, in the following Articles, different treatment is provided.

First category : all employment agencies conducted with a view to profit, that is to say, any person, company, institution, agency or other organisation which acts as an intermediary for the purpose of procuring employment for a worker or supplying a worker for an employer with a view to deriving either directly or indirectly any pecuniary or other material advantage from either employer or worker. According to Article 2, these undertakings shall be abolished within three years from the coming into force of this Convention for the member concerned. During this period there shall not be established any new " fee-charging employment agency " conducted with a view to profit, and all fee-charging employment agencies conducted with a view to profit shall be subject to the supervision of the competent authority and shall only charge fees and expenses on a scale approved by the said authority.

It is stated quite definitely in the Convention that these provisions shall not include newspapers or other publications unless they are published wholly or mainly for the purpose of acting as intermediaries between employers and workers.

Article 3 provides for exceptions to the provisions of Article 2 ; but such exceptions may be allowed by the competent authority in exceptional cases only after consultation of the organisations of employers and workers concerned, and with a number of guarantees exactly defined, chiefly the obligation laid on all States to include all necessary information concerning these exceptions in their annual reports to be submitted to the International Labour Office on the application of the Convention.

Second category : all employment agencies not conducted with a view to profit, that is to say, any company, institution, agency or other organisation which, though not conducted with a view to deriving any pecuniary or other material advantage, levies from either employer or worker for its placing services an entrance fee, a periodical contribution or any other charge. The Draft Convention provides only for regulation, and not for abolition of organisations of this kind. It provides that they shall be required to have an authorisation from the competent authority and shall be subject to its supervision ; that they shall not make any charge in excess of the scale of charges fixed by the competent authority with strict regard to the expenses incurred ; and that they shall only place or recruit workers abroad if permitted so to do by the competent authority, and if their operations are conducted under an agreement between the countries concerned.

The Draft Convention likewise provides that not only all fee-charging employment agencies but also every person, company, institution, agency or other private organisation habitually engaging in placing shall, even though making no charge, make a declaration to the competent authority stating whether their placing services are given gratuitously or for remuneration.

National laws or regulations shall prescribe appropriate penalties for any violation of the provisions of the Convention or of any laws or regulations giving effect to them.

The Draft Convention does not apply to the placing of seamen because they are already covered by a special Convention adopted in 1920.

To complete this Draft Convention the Conference adopted a Recommendation.

The latter recommends the States to take certain measures to adapt the free public employment offices to the needs of the occupations in which recourse is often had to the services of fee-charging employment agencies.

It also states that persons and undertakings which either directly or through any intermediary derive any profit from certain activities such as the keeping of public-houses, hotels, secondhand clothes shops, pawn shops, or money-changing should be forbidden to engage in placing. Moreover, placing operations should be prohibited on all premises or in all outhouses and annexes of such premises where any of the above-mentioned trades are carried on.

Methods of providing Rest and Alternation of Shifts in Automatic Sheet-glass Works

As is generally known, the problem has been to ensure that workers in this branch of industry shall enjoy a weekly rest period. Such work must necessarily be continuous, and consequently manufacture cannot be interrupted on Sundays. The question came up for a " first discussion." The Conference decided that it should be put on the Agenda of the 1934 Session of the Conference for the taking of a final decision, and fixed the points of a questionnaire by which the Governments should be consulted as to the desirability of adopting a Convention next year.

Unemployment Insurance and Various Forms of Relief for the Unemployed

In this case also the question only came up for a " first discussion." The Conference decided that the Governments should be consulted with a view to the preparation for the 1934 Conference " of a Draft Convention and of a supplementary Recommendation concerning benefit schemes for the unemployed, whether by : (*a*) a system of compulsory unemployment insurance ; (*b*) a system of voluntary unemployment insurance ; (*c*) a system of unemployment relief ; or (*d*) a combination of these different methods or of any two of them.

The points fixed by the Conference as the basis of a questionnaire which the International Labour Office must send to the various Governments show clearly the desire of the Conference to obtain from the Governments the fullest possible information, so that next year international regulations may be adopted in view of the necessity of providing relief for unemployed workers.

Reduction of Hours of Work

This question came before the Conference in special circumstances, inasmuch as it came before the International Labour Conference for the first time, but after having already been submitted, in

January last, to a Tripartite Preparatory Conference, which could be considered as a "first discussion."

The International Labour Conference, before referring the problem to a Committee for examination, had to take a series of votes.

First Vote. Question of Principle. By a majority of 95 votes to 26, the Conference decided that the question of the reduction of hours of work was suitable to form the subject of one or more Draft Conventions or Recommendations.

Having taken this decision, the Conference then had to decide whether, in the discussion of this problem, it would apply the ordinary procedure of the Conference—that of a double discussion involving in the first year a preliminary discussion with a view to a consultation of the Governments, and only in the second year the adoption of definite texts—or an exceptional urgency procedure which would enable a Convention to be adopted this year.

The exceptional urgency procedure was advocated by those who regarded a reduction of hours of work primarily as a measure which should be taken to meet the crisis, limited if necessary to the period of the crisis, but applied with the utmost possible speed. By 69 votes to 25, it was decided not to adopt this exceptional procedure. On the other hand, by 86 votes to 22, the Conference decided to consider the question in accordance with its normal double discussion procedure, that is to say, as a question put on the Agenda in normal circumstances.

In this result was reflected the desire, which was expressed by several speakers representing Governments, that there should be a further study of the problem of the reduction of hours of work, taking into consideration not only its relation to the present crisis, but also, and in particular, the fundamental changes which technical progress is producing in industrial organisation, and which give to this reform not a temporary, but a permanent character.

Further, the Conference revealed this tendency very clearly when, after this problem had been discussed by its Committee, it adopted the latter's conclusions fixing the points on which the Governments should be consulted with a view to a definite decision next year.

After a preamble dealing with certain economic and other aspects of the reduction of hours of work, the questionnaire which will be sent to the Governments contains the question as to the desirability "of drawing up, in the form of a Convention, international regulations for the reduction of hours of work as a remedy for unemployment and as the means of ensuring that the workers share in the benefits of technical progress."

This questionnaire will also deal with the problem of maintaining wages.

Further, it will put explicitly, among other things, the question of "the desirability of fixing as a general rule the average hours of work at forty in the week, subject to such exceptions as may be prescribed in the regulations, and at forty-two hours in the week for work which is required by its nature to be carried on continuously."

By 99 votes to 24, it was definitely decided to put this question of the reduction of hours of work on the Agenda of the 1934 Session of the Conference.

Various Resolutions

The Conference adopted a resolution urging the Governments and industrial bodies to take all necessary steps to suspend the practice of working overtime, which is allowed in applying certain exceptions from the forty-eight hour week prescribed by laws or regulations or practice, because the working of such overtime tends to increase unemployment.

In addition to this resolution and the general resolution sent to the London Conference, the International Labour Conference, as is customary each year, has adopted several resolutions demanding either that various questions should be studied by the International Labour Office, or that they should be put on the Agenda of succeeding Sessions of the Conference.

These resolutions relate to :

The placing of German refugees in various countries without detriment to the economic welfare of those countries ;

The organisation and co-ordination of national and international public works with a view to combating unemployment and regularising the volume of employment ;

The safety of workers in the building industry ;

Reciprocity of treatment between foreign workers and their families and national workers.

Another resolution urged the calling of a Tripartite Conference of representatives of Governments, mine-owners and miners of the seven principal coal-producing countries in Europe, with a view to facilitating the simultaneous and early ratification by those countries of the 1931 Convention on hours of work in coal mines.

Collective Agreements in Agriculture

The Conference decided to send to the Governing Body the report of the Committee to which it had entrusted the task of examining an I.L.O. Report on collective agreements in agriculture.

The Application of International Labour Conventions

The Conference adopted the report of its Committee on Article 408, so called because its duty is to examine the annual reports supplied by the States Members of the International Labour Organisation on the application of ratified conventions in accordance with Article 408 of the Treaty of Versailles.

As is generally known, these annual reports of States Members had already been examined by a Committee of Experts which itself made observations contained in a detailed report.

On this basis the Committee of the Conference had to examine whether each State which has ratified a convention has also fulfilled its obligations under Article 408, if its legislation is in harmony with the ratified convention, and so far as is possible, how the national laws are applied in practice.

In its report the Committee emphasised the importance of this procedure and of the moral influence which it exerts. The more seriously the questions and doubts relating to the application of ratified conventions are examined, the greater will be the mutual confidence of the various countries, and the less will it be necessary to make use of the provisions of the Peace Treaties which provide for the making of representations, complaints and penalties.

The Committee indicated the importance of the suggestions made by the Committee of Experts. One very valuable suggestion made by it was that the Office might arrange that each year a meeting should take place of representatives of inspection services of those Members of the International Labour Organisation who were willing to send a representative. The reason for this suggestion was the belief that the application of social legislation, international as well as national, hinges to a large extent upon the personnel of the inspection services. The Committee of Experts believed that in this way a valuable exchange of views could take place upon the more technical aspects of the application of the conventions, and sometimes it might happen that difficulties experienced in their application could be removed and mutual confidence in their application might be increased.

With regard to the application of ratified conventions to colonies, possessions and protectorates, the Committee stated that the provisions of conventions were being more widely applied in these countries and that the prescribed reports thereon were most comprehensive. Nevertheless, as far as certain States Members were concerned, there was still room for improvement in this matter.

The Committee summarised the results of its examination of the annual reports in saying that generally speaking the application of ratified conventions seemed to be more and more satisfactory, and that if the Governments continued in future to show the same goodwill as in the past, the discrepancies which still give rise to observations could be eliminated.

The Discussion on the Director's Report

As usual the Conference devoted several sittings to the examination of the Director's Report. Fifty-two Government, employers' and workers' delegates took part in the discussion on this Report, namely :

> Mr. Kupers (worker, Netherlands), Mr. Bullrich (Government, Argentine Republic), Mr. Cort van der Linden (employer, Netherlands), Mr. Jurkiewicz (Government, Poland), Mr. Arango (Government, Colombia), Mr. Razza (worker, Italy), Sir Phiroze Sethna (employer, India). Miss Anderson (observer, United States), Mr. Jezsovits (Government, Hungary), Mr. Krekitch (worker, Yugoslavia), Mr. Kotek (Government, Czechoslovakia), Mr. Aalberse (Government, Netherlands), Mr. Nemecek (worker, Czechoslovakia), Mr. Olivetti (employer, Italy), Mr. de Castro (Government, Uruguay), Mr. Svitanics (worker, Austria), Mr. Gérard (employer, Belgium), Mr. Aftab Ali (worker, India), Mr. de Armenteros (Government, Cuba), Mr. Hayday (worker, Great Britain), Ahmed Ziwer Pacha (observer, Egypt), Mr. Renggli (Government, Switzerland), Mr. Gomez (worker, Spain), Mr. Schürch (worker, Switzerland), Mr. Simpson (worker, Canada), Mr. Knob (employer, Hungary), Mr. Kolar (Government, Czechoslovakia), Mr. Wleck (Government, Austria), Mr. Frayne (observer, United States), Mr. Saavedra-Aguero (Government, Chile), Mr. Chi-Jung Hsiao (Government, China), Mr. Leggett (Government, Great Britain), Mr. Tchourtchine (employer, Yugoslavia), Mr. Sakamoto (worker, Japan), Mr. Mircea (employer, Rumania), Mr. Zumeta (Government, Venezuela), Mr. Largo Caballero, Minister of Labour (Spain), Mr. Bandeira de Mello (Government, Brazil), Mr. Jouhaux (worker, France), Sir Atul Chatterjee (Government, India), Mr. Biago, Under-Secretary of State to the Ministry of Corporations (Italy), Mr. Castillo-Najera (Government, Mexico), Mr. Watanabe (employer, Japan), Mr. Pereira (Government, Portugal), Mr. Arenholt (Government, Denmark), Mr. Sottile (Government, Liberia), Mr. Riddell (Government, Canada), Mr. Nesbitt (employer, Irish Free State), Mr. Wallis (worker, Australia), Mr. Moore (worker, South Africa), Mr. Wallach (employer, South Africa), Mr. Creswell (Government, South Africa).

The *Monthly Summary* for May published an analysis of this Report which, as is generally known, dealt particularly with the economic depression and its social consequences.

In his reply to this discussion, Mr. Harold Butler made a moving reference to his predecessor, Albert Thomas, and then dealt one by one with the points raised by the various speakers.

He emphasised that it was practically impossible to distinguish the economic from the social aspect of what is now taking place. Whatever may have been the case in the past, undoubtedly the International Labour Conference must concern itself with economic questions now.

> " I do not think anyone would now maintain that the question of wages, the question of hours of work, the question of social insurance, the question of the assistance to be given to the unemployed, were simply humanitarian questions. Even from a purely economic standpoint, it would hardly be maintained that the ideal is to have the lowest possible wages, the longest possible hours, or the least possible degree of assistance for the unemployed, and what I tried to show in my Report was that it is just the economic aspects of these social phenomena which have perhaps not been given all the importance that they deserve. These questions form part of the general problem of purchasing power, the problem of circulation of capital and of the distribution of income on which the economic balance of society depends."

In the first place the Director dealt with the question of purchasing power, which is being more and more recognised as fundamental in the present situation.

The Director was accused, by spokesmen of the employers, of having ignored an elementary economic principle—namely, the theory of value. Like other economic laws, this theory as expounded by the classical economists was based on certain assumptions ; it postulated, among other things, a free market, national and international, in which supply and demand operated freely and automatically. These conditions, however, do not exist. They have never entirely existed in the real world ; but in modern times the complexity of industrial and commercial life has rendered their realisation impossible. If the adjustment of prices were really automatic, if labour always commanded the remuneration to which it was entitled—as would be the case if the classic theory really operated in practice—there would be perfect balance between production and consumption and there would not be 30 million unemployed at the present time.

The persistence of the depression has led a great many people, including a number of quite respectable economists, to the view that the competitive economic system, if left to itself, can never achieve the results which recent developments in men's power of production have entitled us to expect.

The growth of conscious intervention and control in the economic life of every country—the beginning, in fact, of what is called " economic planning " —is the natural consequence of this conviction. Moreover, it is now becoming generally admitted (as may be seen from the draft Agenda for the Economic Conference now sitting in London) that this conscious control must begin in the financial sphere. At the present time the farmer cannot sell his produce or the industrialist his goods. The purchasing power of the peasant, the farmer and the factory worker are alike diminished. Wheat and coffee are being burnt or thrown into the sea while the unemployed tramp the streets in hungry millions. But, as someone has very wittily and aptly said, nowhere is silver being burnt or gold being thrown into the sea—on the contrary, they are being carefully hoarded for fear lest they come into circulation.

> " There lies the root of the great problem, economic and social, with which we are now confronted: the problem of restoring the balance between our increasing production and our lagging consumption.
>
> " The solution of that problem means restoring to use the wealth now lying idle, which alone can enable the farmer to obtain a fair return for his labour and thus to become a good customer of industry, and which alone can enable the worker to produce what he is capable of producing and to obtain the equivalent remuneration to which he is entitled.
>
> " How is that to be accomplished ?
>
> " For those who still cling to the doctrine of the old economists on the assumption that it is applicable to the conditions of the modern world, the answer apparently is—' By doing nothing ; by letting things slide ; by letting things drift in the fond hope that in time they will somehow adjust themselves.'
>
> " We are told that all that has to be done is to restore confidence, but how can confidence be restored without positive action ? Few people now really believe that without action of some kind we can emerge successfully from our present difficulties. If they did, there would be no London Conference sitting at this moment."

It is generally agreed that the old automatic adjustment of supply and demand no longer runs smoothly and that an intelligently planned and concerted economy has beome inevitable.

Many speakers in the course of this debate have spoken of planned economy as if it were a theory, but it is not a theory but a fact. Whether we like it or whether we do not, interference with competitive conditions has already gone so far that it will almost inevitably go further. Planning is in fact taking many forms and is, no doubt, capable of assuming many other forms which have as yet been untried. Some of those forms are good, some are bad. The world is still groping after the right methods, which may well differ from country to country and from industry to industry. In any case, it is quite fallacious to assume that the only form of planned economy is the direct State administration of industry, resulting in a glorified bureaucracy, which the bureaucrats themselves would probably be the first to deplore. Planning is by no means incompatible with the self-government of industry in which employers and workers determine their own problems. In any case a planned economy can only be successful if it is planned in conformity with the general interest. That is what every State is now trying to do, sometimes badly, through exaggerated tariffs, quotas and restrictions, which are bringing their own nemesis. But the fact that some of the efforts hitherto made, both by Governments and by private industry, to regulate production and exchange have been unsuccessful does not prove that the general idea underlying these efforts in themselves was wrongly conceived. It is perfectly right to say that planning has not yet been fully tried, either nationally or internationally. The Director added that national planning inevitably leads to international co-ordination and control, if it is to furnish a remedy for our present difficulties

It is for that reason that the Committee of Experts which reported to the Economic Conference recommended some permanent system of co-operation between central banks for the control of credit and prices, and that the American Delegation to the London Conference has introduced a far-reaching resolution, demanding co-operative action between Governments, aiming at the systematic revival of credit and confidence.

> " Finally, planning must reconcile social and economic requirements. It is with this aspect of it that this Organisation is most closely concerned, and it is for that reason that it appeared to me relevant to draw the attention of the Conference to the importance which planned economy was now assuming in the minds of Governments and in the thinking of economists."

The Director then dealt with one or two questions relating to the present position of this Organisation. He said that it was a very special pleasure to see an American Delegation in the Conference for the first time. " We value their collaboration all the more on account of the great industrial reconstruction, of which Miss Anderson and Mr. Frayne gave us some account, which is now being undertaken in the United States. Anyone who is interested in the problems of this Organisation is bound to follow this effort with the closest attention.

" I need hardly add either perhaps that we too hope that, as Miss Anderson said, ' the collaboration so successfully instituted may expand and grow.' "

The Director likewise expressed his satisfaction on hearing the statement made by Ziwer Pasha as regards the progress made in Egypt.

> " That was particularly welcome hearing for me, as I became intensely interested in the social problems which I found in Egypt, and I am naturally glad to find that many of the recommendations which I made are already being carried into practice, in particular the establishment of a Labour Council, of which Ziwer Pasha himself is the Chairman. He expressed the hope that Egypt would before long become a Member of this Organisation, and that the legal difficulties that may be held to stand in the way would be overcome. Everybody must echo that hope, and I have always believed that the great merit of

lawyers was that they could always find a way round the obstacles which they themselves had set up. I hope that on this occasion they will not prove less ingenious than they have on many occasions in the past.

"In any case, I trust that the Governing Body will consider these difficulties and find a way of meeting the desire of the Egyptian Government and the Egyptian workers to enter the Organisation next year."

The Director referred to the progress made in regard to the ratification of Conventions during the past year, despite the unfavourable circumstances prevailing. The total number of ratifications when he wrote his Report was 502: during the Conference the total reached 566. That increase has been largely due to the remarkable progress which has been made in the matter of ratification in Latin-America: 30 further ratifications having been received from Uruguay, 24 from Colombia and 6 from Chile. Still further ratifications may be expected from the Argentine Republic and Mexico. That is a very remarkable development, which confirms what the Director wrote in his Report, namely, that one of the results of the depression has been to give a stimulus to social legislation in Latin-America. The Director also paid a tribute to the splendid achievement of Spain which now has ratified 30 Conventions.

In a special reference to the Convention on House of Work in Mines, Mr. Butler promised to do his utmost to hasten the ratification of it.

Then he discussed certain problems relating more particularly to the position of the overseas countries in the Organisation. He fully appreciated that everything possible should be done to promote their closer participation in the work of the Organisation, and referred briefly to several questions which are especially important in this connection: obtaining greater publicity in overseas countries for the work of the Organisation; visits of officials to these countries; ratification of the amendment to Article 393 of the Treaty, with a view to the enlargement of the Governing Body and the increase of the representation of overseas countries in it, etc.

In conclusion, the Director indicated what he considered to be the principal immediate tasks before the Organisation.

First, he observed that many delegates laid stress on the competition, now being intensified, between the old advanced industrial countries and some of the newer industrial countries overseas. The hope was expressed that such competition would not have the effect of debasing the standards of living already obtaining in the former countries, and it was stated that this was a problem which ought essentially to be dealt with by the International Labour Organisation.

It would be idle to conceal from oneself that the task is certain to be extremely difficult. As has emerged in the course of discussion, it is not only a question of competition between Europe and America and the Asiatic countries, but it is also a question of competition between Asiatic countries themselves. Some delegates stressed this point and suggested that the Asiatic Conference which was recommended in a Resolution adopted some years ago should be convened as soon as possible.

"I believe," said Mr. Butler, "that would be a good thing. I believe it would be a first step towards obtaining first hand and complete information as to the real conditions of competition in the East.

"The Office has already made a beginning in publishing this year a substantial volume on industrial labour in Japan, and the interest which that volume has aroused is an indication of the importance of this question. We propose to follow that volume by others dealing with other Asiatic countries, but I am sure that at the present time a great many statements are made and a good deal of controversy is carried on on insecure foundations without a complete realisation of all the facts of the situation."

The second task was the study of the problem of technological unemployment. The question is being increasingly asked whether the time lag between displacement and absorption is not getting longer, and there is also a second question, equally relevant, namely, whether the new inventions which are now coming into the industrial world are not rather labour-saving than labour-creating. It is very difficult to obtain proof as to whether this belief is or is not well founded. Therefore it is the duty of the I.L.O. to try and obtain the material necessary on which to found a proof. In this connection the conclusions of the Committee on the reduction of hours of work will give a good orientation to the work of the Office.

The third question was precisely that of hours of work, which is of course closely bound up with the subject of technological unemployment. A good many speakers expressed disappointment that more rapid progress was not made this year. The Director was of the opinion that next year the Conference would be in a position to see this problem more clearly than it can see it at present.

He was struck, however, by remarks which were made in the course of this debate by Miss Anderson. She said that in the cotton textile industry of the United States it was already proposed to establish a forty-hour week. That was an announcement of the very first importance because if experience has already been gained of a shorter week in so great an industrial country as the United States, it will be of the greatest assistance in the solution of this problem.

In any case it is certain that this question of hours is part of the whole question of industrial reconstruction, and as such it is an essential part of the future task of the Organisation.

The Director made one further remark on this point. The question of reducing working hours as it is now before the Organisation is perhaps the most important, but also the most difficult question with which it has had to deal. It is the first occasion that a far-reaching reform has been proposed internationally which has not yet been realised in any single country. In the past our Conventions and Recommendations have been based on a considerable amount of national experience, and the fact that we are making our own experience on this occasion is bound to create a difficulty in solving the problem.

At the same time this is a reform which is bound to come. "We have passed the first stage of pure negation and I hope that next year we shall enter upon the process of positive achievement."

The fourth task was connected with credit expansion through government expenditure as illustrated by public works. " Personally," said the Director, " I have never very much liked that expression in English. It has always seemed to me to give too narrow an interpretation of what is intended. It suggests road-making and bridge-building and things of that kind, as if these were the only ways by which labour can be employed or industry stimulated, whereas in fact a more accurate and comprehensive expression would indicate that there are a number of other spheres in which Government action could be effective in order to restore the flow of credit and revive industrial activity.

" The Conference has already adopted a resolution which has been transmitted to the Economic Conference in London dealing with this question, and it is evident from the reports which come from London that it is beginning to assume considerable importance there. In particular, the proposal to which I have already alluded from the American Delegation proposing international co-ordination, not of expenditure on public works but of Government expenditure in general, with a view to effecting credit expansion and higher prices, has put forward the whole question in the way in which I believe it ought to be put forward."

Replying to certain speakers the Director explained that he did not think it necessarily meant inflation. He thought, however, that stable money was a necessary pre-condition to any action of this kind. The Conference itself was of this opinion. The first recommendation which it sent to London was " the stabilisation of currencies, nationally and internationally." The Director agreed that a great deal of credit expansion in recent years had not been sound. On the other hand, he maintained that the restriction of credit was unsound in cases where capital is lying idle, is not being fully utilised, is simply being sterilised in the banks instead of being put into use for productive purposes. That it seemed was the real value of expenditure on public works, or Government expenditure on other objects calculated to produce some results, namely, a restoration of money to circulation and the reduction of unemployment, provided that it was properly co-ordinated and controlled.

That, to his mind, was the interest of the suggestion thrown out to the effect that some new body was needed for this purpose. If such should prove to be the case, and if such a body were set up it ought to have come kind of relationship with the International Labour Organisation.

The Director concluded his reply thus :

> " The programme which I have sketched is admittedly formidable, but I do not think it is more ambitious than the needs of the time demand. The work of this Organisation is closely linked up with the whole problem of economic recovery, with the readjustment of social values and of economic organisation which it implies. These are essentially international problems. We cannot stand still in the face of a world which is moving with great rapidity out of its old tracks into new and untried paths. We have got to play our part in that journey of discovery. Millions of people look to this Organisation for help and guidance. As I ventured to express it in my Report, the regulation of labour conditions is no longer so much a matter of protecting the worker against abuse as a part of the rational organisation of society. I am glad that that view of our mission has been approved by many speakers in this debate, and I feel that the whole tenor of the discussion which we have had during these last three days is an encouragement to the Organisation to go forward boldly and confidently to meet the new problems and responsibilities which confront it."

Similar encouraging sentiments were expressed by the President of the Conference, Mr. de Michelis, in his closing address, in which he summed up the work of the Conference.

> " From my presidential chair," he said, " which is placed more or less above the battle, I must confess that I have felt the heart of the Organisation beating. The Conference is not merely an assembly of orators. It possesses all the elements which are necessary to bring into being the corporative conception of human society according to which all the elements of production work together in a practical way and with united goodwill. Perhaps that is why this Conference a year ago was the source of the resolution which was considered at Lausanne, and from which the London Conference originated. Perhaps it is also why this year it proved possible to adopt the resolution, unanimously supported by all three groups, which urged the London Conference to discuss the solution of economic and financial problems without leaving social problems out of account.
>
> " We may entertain the highest hopes for the future of the Organisation. If, however, we do not want them to be disappointed, we must try to see that our institution possesses and retains all the characteristics of vitality. We must take great care that it does not become hide-bound in an arid and pedantic observation of the letter of its Constitution but that it follows the spirit of that Constitution and is ready at all times to deal with the new problems which ever-changing reality places before it.
>
> " An institution which wishes to live must have vitality. Life means movement. We must go forward with the times, and with events, and we must do so boldly. I need hardly remind you that that was what Albert Thomas said in his last speech, the speech which represented his moral testament to the International Labour Conference. We must try to have the same boldness of views and the same courage in face of the requirements of reality. If we can apply them, they will be the future source of our strength and our success."

Mr. Creswell, Government Vice-President, in thanking the President for the way in which he had conducted the debates, also spoke in confident and hopeful terms with regard to the future.

> " In many respects one is aware—and may I say so with all diffidence, as one who is attending this Conference for the first time—of the impression which I myself have more and more imbibed since we have been sitting here during these last twenty-two days. The impression is this : how very nearly the subject matters with which this Conference deals touch the very foundation of the difficulties with which the world to-day is faced. I think that as time goes on, and as this International Labour Organisation grows in

> experience, and grows in respect of the importance of the work which it undertakes, the more we may anticipate that this Conference of the International Labour Organisation at Geneva will be looked upon increasingly as one of the great institutions of our civilisation."

Mr. Cort van der Linden, employers' Vice-President, paid a special tribute to the President for having guided the work of the Conference in such an admirable manner.

Mr. Hayday, workers' Vice-President, likewise praised the President for his capable conduct of the proceedings. In a reference to the achievements of the Conference, he expressed regret that it had not been able to deal more expeditiously with the question of hours of work.

> "But when the whole of the work of this Session of the Conference is reviewed, I am certain that we shall find such a solid block of achievements registered as will compensate for any disappointments that might prevail in the minds of some of the representatives attending the Conference.
>
> "One other matter has struck me as being of an outstanding character, and that is, that the world in its present distress, and with all the sordid circumstances and conditions that prevail, has, I think, been turning its eyes with increasing interest to this Conference that is being held in Geneva; which, moreover, has given second place to none of the other Conferences that have been running concurrently with it."

THE SIXTY-THIRD SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body held its Sixty-third Session on 6 June, 1933, at Geneva, with Sir Atul Chatterjee (India) in the Chair.

Revision of Convention concerning Employment of Women during the Night

The first question to be discussed was the procedure to be followed in regard to a proposal for the revision of the 1919 Convention concerning the employment of women during the night.

The Governing Body decided that the International Labour Office should send to the Governments a letter indicating how this question has been raised and mentioning two points to which the special attention of the Governments should be drawn.

These points are :—

(1) the exclusion from the field of application of the Convention of women occupying posts of management and not performing ordinarily manual work (British Government proposal);

(2) the possibility of substituting the period from 11 p.m. to 6 a.m. for that from 10 p.m. to 9 a.m.—during which, according to the present Convention, all work is forbidden to women (British Government proposal).

At its Session in October next, the Governing Body, in the light of the Report prepared by the International Labour Office, and after taking into account the observations of the Governments, will take a definite decision with regard to putting the question of revision on the Agenda of the 1934 Session of the International Labour Conference.

The Governing Body adopted the Reports of its Committees, on conditions of work in the textile and iron and steel industries.

It considered the Director's Report on the activity of the International Labour Organisation. Dr. Sitzler, the German Chief of Division in the International Labour Office, who was appointed recently to replace Dr. Ritter, made before the Governing Body the prescribed declaration of loyalty. According to this declaration prescribed by the new Staff Regulations for officials of the institutions of the League of Nations, officials promise to discharge their functions and to regulate their conduct with the interests of the International Labour Organisation alone in view and not to seek or receive instructions from any Government or other authority external to the International Labour Organisation.

The United States and the International Labour Organisation

The Director informed the Governing Body that representatives of the United States will take part as official observers in the International Labour Conference which opens on 8 June.

The Chairman voiced the great satisfaction of the Governing Body that, for the first time, the United States would be represented at the Conference by official observers.

Messrs. Jouhaux and Hayday, on behalf of the workers' group, associated themselves with the Chairman's remarks. Mr. Jouhaux emphasised the fact that the United States delegation would include a representative of the American Federation of Labour. He expressed the hope that the first contact made this year would be followed up and that very soon the United States would come into the International Labour Organisation, in creating which it had taken so large a share. He expressed the wish that it might be possible to obtain also the participation, if only by an observer, of that other great industrial state which is at present outside the Organisation—Russia.

Mr. Mahaim, on behalf of the Government group, likewise expressed his satisfaction at the participation of the United States in the work of the Conference.

PROBLEMS SPECIALLY AFFECTING OVERSEAS COUNTRIES

The Governing Body adopted the Report of its Committee on Overseas Questions.

As a result of this discussion it decided to ask the Assembly of the League of Nations to examine the possibility of adopting a system whereby the travelling expenses of delegates to the International Labour Conference would be divided more equally among the States Members of the Organisation.

The Governing Body also authorised the Director of the International Labour Office to call, during the Seventeenth Session of the International Labour Conference, an unofficial meeting of delegates and technical advisers from non-European countries, as well as of members of European delegations, to examine all the matters raised by non-European members, in order to permit a closer collaboration of overseas countries in the work of the Organisation.

The Governing Body decided to hold its Sixty-fourth Session at Geneva on 9 October next.

THE INAUGURATION OF THE BUST OF ARTHUR FONTAINE

The inauguration of the bust of Mr. Arthur Fontaine took place on 21 June, 1933, at the International Labour Office. Mr. Fontaine was the first Chairman of the Governing Body of the International Labour Office.

This monument, by the French sculptor Landowski, consists of a bronze bust on a Vosges granite pedestal. It has been placed in front of the entrance to the International Labour Office, in the garden on the right-hand side of the main entrance.

A large number of people was present at this ceremony, and among them were members of the Governing Body of the International Labour Office, delegates to the International Labour Conference, and members of the Office staff, as well as several well-known people representing the international institutions and the town of Geneva.

Speeches were made by Mr. Picquenard on behalf of the Committee which was responsible for the erection of the monument; Sir Atul Chatterjee, Chairman of the Governing Body of the International Labour Office; Mr. Harold Butler, Director of the International Labour Office; Mr. de Michelis, President of the Seventeenth Session of the International Labour Conference; Mr. Boissard, on behalf of the International Association for Social Progress; and Mr. François-Albert, Minister of Labour, on behalf of the French Government.

All the speakers paid a tribute to the outstanding qualities of Arthur Fontaine, and recalled the great part which he, together with Albert Thomas, played in the creation of the International Labour Organisation.

THE TECHNICAL PLACING CONFERENCE

The Technical Placing Conference, convened by the International Labour Office at the request of the Commission of Inquiry for European Union, met at Geneva on 9 and 10 June, 1933.

Thirty-one countries took part in its deliberations.

The Conference elected as its President Mr. Auguste Schmidt (Estonia), and as Vice-Presidents Messrs. William H. Stead (United States) and R. A. Verwey (Netherlands).

It expressed the wish that the International Labour Office should prepare, and revise periodically, an international survey of the laws and regulations in the various countries, governing the admission of foreign workers, and the admission of these workers to the benefits of labour legislation, and in particular of social insurance. This survey also would provide information as to the situation of foreign workers with regard to the remuneration of labour, and working, housing and living conditions; and on the emigration of workers, including recruiting.

The discussion that took place in the Conference emphasised the importance of bilateral agreements between States in regard to the recruiting and placing of migrant workers and, particularly, of such bilateral agreements as related to the facilitating of the international exchange of young workers desirous of spending some time abroad in order to improve their knowledge. The Conference expressed its keen interest in the material sent by various countries and exhibited by the International Labour Office to illustrate the working of their employment services.

A general discussion dealt with the methods adopted in the various countries for the purpose of obtaining information as to vacancies, and referred particularly to the methods of publicity used in this connection.

It was considered that it would be of interest at later Conferences of the same kind to consider similar technical problems such as those connected with the occupational specialisation of exchanges, the relation between placing and vocational guidance, the rehabilitation and placing of handicapped workers, etc.

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SIXTY-FOURTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Sixty-fourth Session at Geneva from 23 to 25 October, with Sir Atul Chatterjee (India) in the chair.

Germany took no part in it. In a letter dated 18 October the German Government had expressed its regret that it was unable to send a representative to this Session. The Director of the International Labour Office had received from the Secretary-General of the League of Nations a copy of a letter dated 19 October in which the German Government had informed the latter of the withdrawal of Germany from the League of Nations. During this Session of the Governing Body, however, Mr. Harold Butler received no further information as to any consequences which this notice sent to the League of Nations might have on Germany's collaboration with the International Labour Organisation. Not until 26 October—that is to say, the day after this Session of the Governing Body had ended—did the Director receive from the German Minister of Labour a letter, the text of which is given below, stating definitely that Germany was withdrawing from the International Labour Organisation as well as from the League of Nations. The Governing Body was thus unable to examine this matter during this Session.

On the initiative of the workers' group, however, it did discuss the case of the German workers' member, Mr. Leuschner, on which question it adopted a resolution.

The Governing Body took a number of interesting decisions in regard to the activity of the Organisation.

It fixed the opening of the 1934 Session of the International Labour Conference for 11 May next, and added to its agenda the question of the partial revision of the Convention on the employment of women during the night. It also decided to bring before this Session the question of national and international public works, the importance of which it emphasised in adopting a resolution urging that the special committee on public works which the Bureau of the London Conference decided to set up should meet as speedily as possible.

It finally decided to put on the agenda of the 1935 Session of the International Labour Conference the following three questions: unemployment among young persons (with which the Conference will be able to deal either in accordance with the ordinary procedure of double discussion, or in a single discussion if the latter procedure seens desirable), recruiting of native labour, and holidays with pay.

The Governing Body gave special attention to overseas questions. In its discussions emphasis was laid upon the desirability of increasing the proportion of nationals of distant countries in the staff of the International Labour Office. It also strongly expressed the desire that the Office should make a thorough study of the problems resulting from the recent industrial development of certain newly industrialised overseas countries, and the competition which may result with the older industrial countries as a consequence of differences in standards of living.

Finally, the Governing Body elected its officers. In accordance with the Standing Orders it elected as its Chairman for one year Mr. Bramsnaes, Danish Government representative, who, like his predecessors, has taken an active part in the work of the Organisation since its inception.

The chief decisions arrived at by the Governing Body in regard to the various items on its agenda will now be dealt with one by one.

* * *

In opening the Session the Chairman paid a tribute to the memory of Senator G. D. Robertson, former Canadian Minister of Labour and Canadian Government representative on the Governing Body, who died on 25 August, 1933. Senator Robertson had been President of the 1932 Session of the International Labour Conference.

The Chairman also said that the Governing Body greatly regretted the death of Lord Burnham, who was President of the 1921, 1922 and 1926 Sessions of the Conference, of Mr. Cuthbert Laws, leader of the shipowners' group on the Joint Maritime Commission, and of Mr. Léon Bordelois, chief of the Maritime Labour Service of the International Labour Office.

On behalf of the three groups of the Governing Body (Government, employers, and workers), Messrs. Bramsnaes, Oersted and Mertens associated themselves with the Chairman's remarks.

Mr. Riddell, on behalf of the Canadian Government, and Mr. Kirkaldy, on behalf of the British employers' organisations, thanked the various speakers for their remarks.

Germany and the International Labour Organisation.—The Director of the International Labour Office announced that Mr. Krohn, German Government representative, had informed him, in a letter dated 18 October, that the German Government regretted that it was unable to send a representative to this Session of the Governing Body.

The Director of the International Labour Office also stated that the Secretary-General of the League of Nations had informed him of the contents of the letter in which Baron von Neurath, German Foreign Minister, had announced Germany's withdrawal from the League of Nations.

Mr. Harold Butler added that he had not yet received any further information on this subject.

The Chairman said that if the Director received further information, and it was considered necessary for the Governing Body to discuss it, he would not fail to put the question on the agenda of an early meeting of this Session.*

The case of Mr. Leuschner.—Mr. Jouhaux, on behalf of the workers' group, asked the Director of the International Labour Office if he had received from the German Government a reply to his requests for information in regard to the German workers' delegate, Mr. Leuschner.

Mr. Butler read two communications which he had received from the German Minister of Labour, in which it was stated that the imprisonment of Mr. Leuschner had no connection with his activity at Geneva, and that action had been taken only on account of his previous activities in Germany in regard to which proceedings were being instituted.

Mr. Jouhaux (workers' delegate, France) declared that the workers' group could not accept this explanation, and, after recalling certain facts and dates, he submitted that Mr. Leuschner was arrested on his return from Geneva because, at the International Labour Conference to which he had been sent as a member of the German Delegation, he had refused to carry out the orders of the German Government. In these circumstances this arbitrary imprisonment constituted a flagrant violation of the provisions of Part XIII of the Peace Treaty which guarantees complete liberty to employers' and workers' delegates to Conferences and to the Governing Body of the International Labour Office. Without such liberty the International Labour Organisation would be unable to function. Mr. Jouhaux, therefore, asked the Governing Body to protest against the imprisonment of Mr. Leuschner, in the way which seemed most suitable to it.

Mr. Hayday (workers' delegate, Great Britain) associated himself with the remarks of Mr. Jouhaux. He recalled that Mr. Leuschner had not been appointed to the Governing Body by the German Government but by the workers' organisations, and added that the Governing Body would have a very heavy responsibility and would run the risk of creating a very dangerous precedent if, in such circumstances, it did not uphold the rights of the workers' and employers' representatives.

After some discussion a resolution was submitted by Mr. Picquenard (Government delegate, France), and signed by the Belgian, Brazilian, British, Canadian, Danish, Italian and Japanese Government delegates.

The Spanish Government delegate stated that he would support this resolution.

At Mr. Jouhaux's request the resolution was put to the vote paragraph by paragraph.

The Governing Body unanimously adopted the first paragraph, which reads thus:

> " The Governing Body declares:
>
> " (1) No member of the Governing Body, elected by the employers' or workers' delegates to the Conference, should be interfered with in any way by reason of action taken in his capacity as a member of the Governing Body."

The Governing Body then adopted the second and third paragraphs by 16 votes to 0 in each case, the workers' group abstaining from voting. These two paragraphs read thus:

> " (2) As regards the case of Mr. Leuschner it is noted that the Ministry of Labour of the Reich has informed the Director of the International Labour Office that his arrest had nothing to do with his action as member of the Governing Body;
>
> " (3) Under these circumstances, pending the receipt of further information, the Governing Body decides to proceed to the next business."

The agenda of the 1935 Session of the International Labour Conference.—The Governing Body considered the programme of the 1935 Session of the International Labour Conference.

After considerable discussion it was finally decided to place on the agenda of this Session the questions of unemployment among young persons, recruiting of native labour, and holidays with pay,

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* As has been stated previously it was only on 26 October—the day after this Session of the Governing Body had come to an end—that the Director received from the German Minister of Labour the official notice of the withdrawal of Germany from the Organisation, so that the Governing Body was unable to deliberate on it during this Session.

Mr. Mertens (workers' delegate, Belgium), on behalf of the workers' group, proposed that, as the problem of unemployment amoung young persons was a very urgent one, the preparatory report to be drawn up by the International Labour Office should be framed in such a manner that the 1935 Session of the Conference would be able to deal with this problem, either in accordance with the ordinary procedure of double discussion, or in a single discussion if it decided to adopt this method.

The Governing Body decided, by 15 votes to 6, to instruct the Director to prepare the report on the question of unemployment among young persons in accordance with Mr. Merten's proposal.

The partial revision of the Convention on the employment of women during the night.—The Governing Body considered the question of the revision of the Convention concerning the employment during the night, which was adopted in 1919 at the First Session of the International Labour Conference. It decided that this question should be placed on the agenda of the 1934 Session of the Conference, limiting the possibility of revision to the following points:

(1) Insertion in the Convention of a clause specifying that the Convention does not apply to persons holding responsible positions of management and not ordinarily engaged in manual work (British Government proposal);

(2) Insertion in the Convention of a provision to the effect that the competent authorities may, in view of exceptional circumstances affecting the workers of a particular industry or area, and after consultation of the employers' and workers' organisations concerned, decide that for those workers the interval between 11 o'clock in the evening and 6 o'clock in the morning shall be substituted for the interval between 10 o'clock in the evening and 5 o'clock in the morning—during which all work is absolutely forbidden to women. (Belgian Government proposal.)

The employment of women on underground work in mines.—The Governing Body approved the report prepared by the International Labour Office on the question of the employment of women in underground work in mines of all kinds, which will come before the 1934 Session of the International Labour Conference for a first discussion.

The application of International Labour Conventions.—The Governing Body examined various problems in regard to the annual reports, which States Members have to supply under Article 408 of the Peace Treaty, on the measures taken to apply conventions which they have ratified. The Governing Body authorised the Director of the International Labour Office to approach the Governments with a view to drawing up definite proposals giving effect to a suggestion of the Committee of Experts on Article 408 for the organisation of annual meetings of national factory inspection services.

Public health during the depression.—The Governing Body authorised the communication, to national departments dealing with labour and social insurance, of the Report of the Joint Committee on Public Health and Health Insurance on the best methods of safeguarding the public health during the depression—on the clear understanding that the conclusions would be communicated for information and that the Governing Body did nor take responsibility for either the facts or the conclusions contained therein.

Placing.—The Governing Body adopted the report of the Technical Placing Conference, which met at Geneva on 9 and 10 June, 1933, and in which 31 countries took part. The International Labour Office, therefore, has been instructed to prepare a documentary survey of the laws and regulations of the various countries concerning the admission of foreign workers to employment, the admission of foreign workers to the benefits of social legislation, the situation of foreign workers with regard to the remuneration of labour and working, housing and living conditions, and the emigration of workers, etc.

Studies on social services.—The Governing Body adopted the report of the "Committee on Social Charges" which had had to examine the national studies on social services prepared by the International Labour Office. In accordance with the conclusions of this Committee the first edition of this publication on social services (social insurance, social assistance, housing, family allowances, holidays with pay) will be published as soon as possible, and in no case later than the end of 1933. The Committee had unanimously recognised the very great importance of the studies on social services and considered that those studies should be continued in a regular manner.

National and international public works.—The Governing Body examined the report of the representatives of the International Labour Organisation at the London Monetary and Economic Conference. The representatives of the Organisation concentrated their efforts upon the question of public works. The Governing Body decided that this question should be brought before the 1934 Conference by means of a report prepared by the International Labour Office which will give rise to a discussion of the problem—as has occurred on several previous occasions, chiefly in 1929, on the question of unemployment.

The Governing Body also adopted the following resolution, proposed by Mr. Jouhaux, on behalf of the workers' group:

> "The Governing Body of the International Labour Office,
>
> "Considering that the persistence of the unemployment crisis is increasingly seriously affecting the workers throughout the world;
>
> "Considering that, as a result of the resolution which the International Labour Conference sent to it during the early days of the Seventeenth Session, the World Monetary and Economic Conference instituted discussions in its Economic Committee which once more showed the importance that public works, both national and international, present from the point of view of the alleviation of unemployment;
>
> "Considering that the Bureau of the World Monetary and Economic Conference decided, on the proposal of its Economic Committee, to set up a committee to study the question of public works and other means of alleviating unemployment;
>
> "Urgently appeals to all Governments to

institute schemes without delay or to continue without interruption the execution on their own territory, national or colonial, of schemes of public works calculated to give a fresh impulse to economic activity and to reduce the numbers of the unemployed ;

"Expresses the hope that the Committee which the Bureau of the World Monetary and Economic Conference decided to set up to study the question of public works and other means of alleviating unemployment may be appointed and convened as early as possible, with the agenda fixed by the Conference itself."

The safety of workers in the building industry.—With regard to a resolution adopted by the Seventeenth Session of the International Labour Conference in regard to the safety of workers in the building industry, the Governing Body instructed the International Labour Office to complete its compilation of laws and regulations so as to cover all the questions mentioned in the resolution, to have a study made on the spot of the present position as regards the methods used to ensure the safety of scaffolding in various countries, and to prepare a report, on the basis of its work, which would enable the Governing Body to judge whether or not it would be desirable to place the problems in question on the agenda of a future Session of the Conference.

The International Labour Office and overseas countries.—The Governing Body examined and adopted the reports of its Finance and Establishment Committees on various administrative questions.

Among the latter was the question of the desirability of securing fuller representation of nationals of overseas countries in the higher grades of the staff of the International Labour Office. The Governing Body, in conformity with the recommendations of the Establishment Committee, adopted a resolution requesting the Director, as vacancies in the grades of Chief of Division and Chief of Section occur, to take the opportunity to correct the present disproportion between the European and extra-European staff by appointing extra-Europeans to such vacancies, so far as is compatible with the maintenance of the efficiency of the Office.

The Governing Body also adopted a resolution emphasising that it was very important that the International Labour Office should study the problems of industrial development in certain newly industrialised countries, the resulting changes in the social structure of these countries, and the competition which may result with the older industrial countries as a consequence of differences in standards of living.

The placing of German refugees.—The Governing Body noted those decisions of the last Assembly of the League of Nations which concern the International Labour Organisation.

One of these decisions concerned the nomination of a High Commissioner and the appointment of a Governing Body for the purpose of ensuring international collaboration in placing German refugees. This was the practical result of a resolution on this subject adopted by the last Session of the International Labour Conference. The International Labour Office will give every assistance in its power to the new body.

The date of the International Labour Conference.—The Governing Body fixed the opening of the next Session of the International Labour Conference for 11 May, 1934. It also decided that the International Conference should open henceforward on the second Thursday in May approximately.

Mr. Harold Butler's visit to the United States.—The Governing Body examined the report of the Director of the International Labour Office on the activity of the Organisation.

It was informed that Mr. Harold Butler proposed to go to the United States. He has accepted an invitation of the Academy of Political Science of Colombia University to take part in a Conference on Unemployment in New York on 8 November. This is a private visit. The Director left for the United States on 1 November and will return to Europe about the end of this month.

Election of the officers of the Governing Body.—For the second time the Governing Body elected its officers in accordance with the Standing Orders on this point, adopted in 1931 on the death of Mr. Arthur Fontaine.

The Standing Orders stipulate that the Chairman shall be elected for one year, and cannot be re-elected until all his colleagues on the Government group have been elected.

A system of rotation has been adopted for the Government representatives on the Governing Body, who number twelve, eight of whom have a permanent seat (these represent the States of chief industrial importance: Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan), and the other four are elected for three years by the International Labour Conference (at present they are Brazil, Denmark, Poland and Spain).

In October, 1932, as the retiring Chairman, Mr. Ernest Mahaim, represented a European State with a permanent seat, Belgium ; the Governing Body, in accordance with the system of rotation, elected as his successor the representative of an extra-European State with a permanent seat, Sir Atul Chatterjee (India).

This year, therefore, the Chairman had to be a representative of one of the States elected by the Conference. So Mr. Bramsnaes, Danish representative, was elected unanimously. He took office immediately on the close of the Sixty-fourth Session.

Next year the Chairman will again be chosen from the representatives of European countries with a permanent seat.

On behalf of all the members of the Governing Body, Sir Atul Chatterjee congratulated Mr. Bramsnaes on his election. Mr. Bramsnaes thanked his colleagues warmly.

The other officers elected were :

Government Vice-President, Mr. de Michelis (Italy).

Employers' Vice-President, Mr. Oersted (Denmark).

Workers' Vice-President, Mr. Mertens (Belgium).

Messrs. de Michelis, Oersted and Mertens, on behalf of the three groups of the Governing Body, and Mr. Harold Butler, on behalf of the International Labour Office, thanked Sir Atul Chatterjee for having filled the office of Chairman with such distinction.

Sir Atul Chatterjee expressed his warmest thanks to his colleagues for the unanimous tribute which they had paid to him. He paid a tribute to his predecessors, the late Mr. Arthur Fontaine and Mr. Ernest Mahaim, for having established the high traditions which he had had the honour of carrying on. He also thanked the Director and the members of the staff of the International Labour Office for the help which they had given him in his work.

The next Session of the Governing Body will open at Geneva on 22 January, 1934.

Mr. C. V. BRAMSNAES

Mr. C. V. Bramsnaes, the new Chairman of the Governing Body of the International Labour Office, was born on 12 June, 1879. He started life as a typographer (1893 to 1908). While working at his trade he studied political economy and social science, and succeeded in passing examinations in these subjects at the University of Copenhagen. He became secretary and deputy chief of the *National Statistical Office* (1914–1924), and Assistant Professor of *Social Affairs* at the University of Copenhagen (1921). After having been elected a Senator, he was twice Minister of Finance, from 1924 to 1926 and from 1929 to 1933. He is at present Director of the National Bank.

Mr. Bramsnaes was Danish Government delegate at the First Session of the International Labour Conference at Washington in 1919, and has acted in the same capacity at every Session of the Conference since 1922.

He has represented Denmark at several international economic conferences.

He has published several books and numerous articles on economic and social questions.

FOURTEENTH ASSEMBLY OF THE LEAGUE OF NATIONS AND THE INTERNATIONAL LABOUR ORGANISATION

The Fourteenth Assembly of the League of Nations took a certain number of decisions which directly concern the International Labour Organisation.

In the first place, it approved the budget of the Organisation, without modification, as it was drawn up by the Governing Body at its April Session.

When the Director submitted the Budget to the Fourth Committee he drew attention to the manner in which it had been drawn up by the Governing Body, and laid stress in particular on the successive reductions made in it, first by the Finance Committee and then by the Governing Body, which represented a reduction of 6.71 per cent., as compared with the previous year. The Fourth Committee paid a tribute to the effort which had been made to keep the expenses of the Organisation to the lowest possible amount compatible with the responsibilities of the Organisation, which are as great as ever, if not greater.

The question of the representation of different nationalities of the staff of the I.L.O. was raised once again in the Fourth Committee by the delegates of countries none of whose nationals are on the staff of the Office. The Director reaffirmed the principles which had hitherto been followed in the engagement of staff, namely: every new post created should correspond to a definitely established need; persons should be appointed to posts solely on the ground of their capacity; where capacity is equal an endeavour should be made to arrive at a reasonable equilibrium between the nationals of different countries. These are the principles which the Director will continue to follow.

The Assembly also considered the question of large-scale public works. It approved the recommendation put forward by its Second Committee "that the Committee which the Bureau of the London Economic Conference, on the proposal of the Economic Commission of that Conference, decided to set up to study the problem of public works and other means for reducing unemployment should be appointed and convened as soon as possible with the agenda fixed by the London Economic Conference itself."

The report of the Second Committee, which the Assembly adopted as a whole, also recognised the utility of the opinions expressed by the Committee of Inquiry into questions relating to Public Works and National Technical Equipment set up by the Communications and Transit Organisation, with the assistance of representatives of the Governing Body of the International Labour Office. The report of the Second Committee pointed out that the Committee in question is to consider other schemes for public works, and stated that "there seems to be no doubt that the impartial technical judgment of the respective merits of these works which is thus obtained, from the point of view of their international importance, is likely, when the time comes, to facilitate their financing and to direct capital into the channels where it would be most useful to the general economy."

The Assembly and the Second Committee did not confine their attention to public works the financing of which would necessitate an appeal to foreign capital. They also paid special attention to public works financed by the States on whose territory the works were to be carried out. The report of the Second Committee contained the following passage on this point:

> "Quite apart from the question whether the execution of such works involves an appeal for foreign capital, a continuous study of general questions relating to public works financed by States themselves without recourse to foreign capital would make it possible to collect the information which the various Governments consider they could furnish as to the experience acquired in the different countries, particularly as regards the effects of the execution of public works or of a particular category of public works on the resumption of economic activity and on unemployment. Such information would be

> particularly useful in order to enable Governments to judge of the possibility and desirability of pursuing, in present circumstances, a policy of carrying out programmes of public works on parallel lines. In the present period of distress, this question cannot fail to be of particular interest to public opinion and Governments in most countries."

It should be added that when the report of the Second Committee was being discussed in a plenary meeting of the Assembly, Mr. de Castro, delegate of Uruguay, recalled the way in which the idea of large-scale public works had been put forward by Albert Thomas, and advocated, since his death, by his successor, Mr. Butler. After drawing attention to the resolutions adopted by the International Labour Conference and the lessons of the debates of the London Conference, Mr. de Castro emphasised the necessity of taking this problem a stage further into the realm of achievements.

With regard to the fight against slavery, last year's Assembly had decided to set up an Advisory Committee of Experts on Slavery. It was not possible to provide in the budget of 1933 for the immediate constitution of that Committee, but, as during the last session of the Assembly, the Fourth Committee approved the amount proposed for 1934, the Sixth Committee submitted a resolution to the Assembly requesting the Council to set up the Advisory Committee as soon as possible and to convene it at a date early enough for the rules of procedure to be approved at the Council Session in January, 1934; it was also proposed in that resolution that the Committee of Experts should hold in 1935 its first biennial session, to be devoted to the study of the material to be forwarded by Governments.

The Assembly adopted the resolution submitted by the Sixth Committee. The League of Nations is thus pursuing its activities with a view to the abolition of slave trading and slavery in all its forms, a problem in which the Office has always taken the keenest interest since its inception.

The Office is also interested in the question of work in prisons. In accordance with a resolution adopted by the Eleventh Assembly of the League of Nations, the Office was requested to give its views on "The Standard Minimum Rules for the Treatment of Prisoners" drawn up by the International Penal and Penitentiary Commission. The Office accordingly submitted a report on work in prisons to the Assembly in 1931, and submitted to the Thirteenth Assembly in 1932 a second memorandum which completed the first report and laid stress upon the most important points.

The Assembly transmitted that document with others furnished by the States Members and certain international institutions and associations to the International Penal and Penitentiary Commission in order that the original text might be revised. The Commission submitted to the Fourteenth Assembly a new text of the Standard Minimum Rules which had been revised in accordance with the suggestions and observations with which the Commission had been furnished.

In the new text, and in particular in the part dealing with the work of prisoners, the Commission took into account a considerable number of the Office's suggestions in so far as was possible owing to the limited plan and objects of the Rules which are intended to indicate the minimum conditions which should be observed in the treatment of prisoners from the humanitarian and social point of view. On the other hand, as is pointed out in the explanatory memorandum attached to the Rules:

> "The Commission has not overlooked the fact that some of these observations are of great value, such as those which aim at creating a general and international regulation of working conditions in prison, at facilitating the employment of liberated prisoners in free industry by legislative measures and guaranteeing the payment of adequate wages, at instituting methodical co-operation between the representatives of Governments, free economic circles and free labour with the object of suppressing the disadvantages of the possible competition of penitentiary labour on the open market. The Commission recognises the great value of these suggestions but is obliged to state that their object does not, at any rate for the moment, lend itself for expression in any provision of the Rules, and it therefore reserves the right to consider subsequently whether and how it could revert to them at the proper moment."

In adopting the report of its Fifth Committee the Fourteenth Assembly took a number of decisions whereby the two competent international bodies, the International Penal and Penitentiary Commission and the International Labour Organisation, were called upon to continue their researches within their respective fields. The possibility of practical collaboration between these two institutions is thus assured for the future in regard to questions of prison labour which involve problems both of penal administration and social policy.

Further, the Fifth Committee of the Assembly, which deals with the work of the Child Welfare Committee, paid special attention to the consequences which the economic crisis and unemployment involve for children and young persons. The Committee noted that the International Labour Office had promised the Child Welfare Committee the assistance which it was requested to furnish in order to enlighten the Committee concerning the problem of the young unemployed. The Committee adopted the following Resolution which was approved by the Assembly:

> "The Fifth Committee, desiring to emphasise the importance of efforts to protect children and young people from the consequences of the economic depression and unemployment, considers that it would be desirable, with a view to future practical action, for the Child Welfare Committee to study, in conjunction with the International Labour Office, and bearing in mind the statements made in the course of discussions, the experiments made by certain countries."

Finally, in regard to the question of the placing of German refugees, the Assembly decided to create an autonomous organisation directed by a High Commissioner, with the assistance of a governing body.

This measure gives effect to a resolution which the Fourteenth Session of the International Labour Conference adopted last June, and which instructed the Office to undertake all the necessary studies, without interfering in internal questions touching on the national sovereignty of Germany, with a view to placing the German refugees in question in various countries without detriment to the economic welfare of those countries.

As has been previously mentioned, the Governing Body of the International Labour Office decided that the latter would give every assistance in its power to the High Commissioner.

ARGENTINA AND THE INTERNATIONAL LABOUR ORGANISATION

Certain recent decisions have made clear the position of Argentina in regard to the League of Nations, and at this time Mr. Harold Butler, Director of the International Labour Office, received the following telegram from Mr. Saavedra Lamas, Minister for Foreign Affairs of Argentina :

" Buenos Aires, September 19, 1933.

" I am glad to inform you that my country will have very great pleasure in continuing to collaborate in the noble work of the International Labour Organisation."

As is generally known, Argentina has taken an active part, from the very beginning, in the work of the International Labour Organisation, and its collaboration has been uninterrupted. Mr. Saavedra Lamas, now Minister for Foreign Affairs, presided over the Session of the International Labour Conference held in Geneva in 1928. Moreover, it will be remembered that Argentina sent a complete delegation to Geneva on the occasion of the International Labour Conference held in June last.

WITHDRAWAL OF GERMANY FROM THE INTERNATIONAL LABOUR ORGANISATION

On 26 October the Director of the International Labour Office received the following letter from the German Minister of Labour :

" Berlin, 24 October, 1933.

" To the Director of the
International Labour Office.

" With reference to the letter, dated 19 October, sent by the German Minister of Foreign Affairs to the Secretary-General of the League of Nations regarding the withdrawal of Germany from the League of Nations, I have the honour to inform you that this notice of withdrawal also applies to Germany's membership of the International Labour Organisation.

" (Signed) Franz Seldte."

The Director of the International Labour Office sent the following reply :

" 26 October, 1933.

" Sir,

" I have duly received this morning your letter of 24 October, in which you inform me that the notification of Germany's withdrawal from the League of Nations conveyed to the Secretary-General by the letter of 19 October from the Minister of Foreign Affairs of Germany, in accordance with Article 1, paragraph 3, of the Covenant, also comprises the withdrawal of Germany from the International Labour Organisation.

" I have the honour to acknowledge the receipt of this communication, which I will duly transmit to the Governing Body of the International Labour Office.

" I have the honour, etc.

" (Signed) Harold B. Butler."

REDUCTION OF HOURS OF WORK

As was decided by the International Labour Conference at its 1933 Session, the I.L.O. has sent a questionnaire on the reduction of hours of work to the Governments of all the States Members of the Organisation.

Subsequently the Office will draw up a final report based on the replies received from Governments ; this report, which may contain one or more drafts for Conventions or Recommendations, will be submitted to the 1934 Session of the Conference.

The questionnaire is divided into two distinct parts. In the first part, or preamble, Governments are asked to communicate, " in due course and so far as it is possible for them to do so," their views and information for their respective countries on a number of points of general interest ; the chief of these are the numbers at present employed and unemployed, existing weekly working hours, the extent to which hours have been reduced, and the effect which a reduction of hours to forty in the week would have on unemployment, the labour market, cost of production, the general national economy, etc.

In the second part, or questionnaire proper, Governments are first of all asked whether the International Labour Conference should adopt international regulations for reducing hours of work ; whether these should take the form of a Draft Convention ; whether such a Draft Convention should be framed with a view to remedying unemployment ; and whether it should also aim at securing for the workers a share in the benefits of technical progress. The remaining general questions deal with the problem of maintaining wages and the standard of living, and with a more exact definition of the form which the future international regulations are to take (a single inclusive Draft Convention, a number of separate Draft Conventions for certain industries or activities, or, failing a Draft Convention, a Recommendation).

Next come questions of a more detailed nature. Governments are consulted on the scope of the proposed regulations ; on the hours of work to be laid down ; on the possibility of special systems for certain industries or activities ; on the guarantees which may be set up to ensure that the reduction in hours shall result in increased employment, and so in the maintenance or even the raising of the volume of production ; on the exceptions to be allowed ; on the general measures for the enforcement and supervision of the regulations ; on the territorial scope of the Convention and on the possibility of special systems for certain countries, etc.

In the section dealing directly with hours o work, Governments are explicitly asked whethe

the Draft Convention should limit hours of work as a general rule to an average of forty hours a week, with forty-two hours for work which is necessarily continuous; and whether a special lower average (say, thirty-eight and threequarter hours) should be laid down for underground work in coal mines.

The questionnaire closes with a reference to the growth of technological unemployment, that is, unemployment caused by the technical progress made in industry.

RELIEF FOR THE UNEMPLOYED

The International Labour Office has sent to all the Governments of the States Members of the Organisation a questionnaire with a view to the preparation of international regulations for the provision of relief for the involuntarily unemployed.

As is generally known there was a first discussion of this problem, in its widest form (unemployment insurance and various forms of relief for the unemployed), at this year's session of the International Labour Conference. The latter drew up a list of the points on which the Governments should be consulted, and, on the basis of the replies received, the International Labour Office will prepare texts for submission to the 1934 Session of the Conference, which will take a final decision

The questionnaire which has been sent to the Governments asks them, in the first place, if they think it desirable to adopt a Draft Convention concerning benefit schemes for the involuntarily unemployed, and a supplementary recommendation on the same question.

It also asks whether the suggested Draft Convention should specify the system to be applied: compulsory unemployment insurance, voluntary unemployment insurance, unemployment relief, a combination of these different methods or of any two of them, or whether each country should be free to choose the system which it would incorporate in its national legislation.

About thirty other questions are put to the Governments, dealing with the definition of unemployment, the scope of the Convention, benefit conditions, benefits to be given to the unemployed, resources necessary for the payment of benefit, administrative organisation and the treatment of foreigners.

WEEKLY REST FOR SHEET-GLASS WORKERS

In accordance with the decisions of the last Session of the International Labour Conference, the International Labour Office has also sent to all the Governments of the States Members of the Organisation a questionnaire with regard to the desirability of adopting international regulations concerning the methods of providing rest and alternation of shifts in automatic sheet-glass works.

On the basis of the replies received from the Governments the International Labour Office will draft texts which will be submitted to the 1934 Session of the International Labour Conference for a final decision.

COMMITTEE ON INDUSTRIAL HYGIENE

A meeting of the experts of the Correspondence Committee on Industrial Hygiene was held at the International Labour Office from 3 to 5 July.

The following experts took part in the meeting: Messrs. Brezina (Austria), Bridge (Great Britain), Glibert (Belgium), Kettle (Great Britain), Kranenburg (Netherlands), Loriga (Italy), Löwy (Czechoslovakia), Middleton (Great Britain), Orenstein (South Africa), Policard (France).

The Governing Body of the International Labour Office was represented by Messrs. Dreyer (Government), Tchourtchine (employers), Johanson (workers), and the Health Section of the League of Nations by Mr. Celarek.

As is generally known, the 1934 Session of the International Labour Conference must concern itself with the extension of the list of occupational diseases for which compensation is payable. Among the diseases which it is intended that this list should include is silicosis, to which workers in the quarrying, pottery, and mining, etc., industries are specially liable. With a view to the examination of these problems by the Conference the International Labour Office has prepared a Grey Report, and it submitted to the experts of its Committee on Industrial Hygiene that part of this Report which concerns silicosis. After a discussion, the conclusions of this Report relating to silicosis were framed in accordance with the opinion of the experts.

The latter also made a fresh examination of the Standard Code of Industrial Hygiene drawn up by the International Labour Office with the co-operation of this Committee. Having been put into its final form, this document can now be published.

I.L.O. YEAR-BOOK, 1932

The International Labour Office has published in four languages (English, French, German, and Spanish) *The I.L.O. Year-Book*, 1932.

It is a real mine of information regarding the chief events in the social and economic field during the year 1932. Such a body of facts and figures makes it possible to see clearly the evolution of social life and how the various social problems are closely related to one another.

The 1932 *Year-Book* is divided into eight Chapters, preceded by a General Introduction which deals with the relations of the International Labour Organisation with workers' and employers' organisations.

The information contained in this first part enables one to follow year by year the development of the various tendencies in the workers' organisations, and to understand their attitude to current problems.

The *Year-Book* contains, chiefly, an account of national or international measures for the protection of the workers, and gives an indication of the main tendencies in the social movement. The contents are classified by problems and by country. Information is given on the economic, monetary and financial situation, statistics of production and international trade, income, industrial organisation and conditions of work; hours of work, industrial medicine, prevention of industrial accidents, women's and children's work, social insurance, wages, the fight against unemployment, placing, migration, etc. This volume of 480 pages likewise contains Chapters dealing with the workers' living conditions; general education and vocational training, utilisation of spare time, housing, co-operation, the right of combination in trade unions, profit-sharing and workers' participation in management, collective agreements, participation of workers in national economic life, etc.

Government Departments, employers and workers, and all those who are engaged in educational work or who are interested in social questions will find this volume a unique work of reference.

GROWTH OF CO-OPERATIVE ORGANISATIONS

The International Labour Office has published a new edition of its *International Directory of Co-operative Organisations*, which contains interesting information on the growth of the different branches of the co-operative movement throughout the world.

The *Directory* covers only federated societies, but these form in every respect the most important—and advanced—part of the movement, and particulars for 1931 are given for 604,684 co-operative societies of all kinds, with a total membership of 151,724,710, in fifty-four countries.

The total trade of these societies in goods alone (sales to members and disposal of produce of members) amounted to over 25,200 million dollars.

In view of the differences in conditions, it may be interesting to give the above data for European and non-European countries and the Soviet Union separately, as follows:

European countries, excluding the Soviet Union: 150,693 federated societies with a total membership of 39,069,913 and a total trade amounting to 3,247,727,000 dollars.

Soviet Union: 325,895 federated societies with a total membership of 96,463,396 and a total trade amounting to 11,863,896,000 dollars.

Other countries: 128,096 federated societies with a total membership of 16,191,401 and a total trade amounting to 10,133,264,000 dollars.

From 1928 to 1931 the number of federated societies in European countries, excluding the Soviet Union, increased by 6 per cent. and their total membership by 11.6 per cent. In non-European countries the number of federated societies increased by 12.8 per cent., their membership by 5.4 per cent.

ERRATA

Monthly Summary of the International Labour Organisation, 1933, No. 6 (June), page 31, column 1. In line 8 from the bottom read " 5 a.m." instead of " 9 a.m.," and in the last line of the same paragraph read " Belgian " instead of " British."

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Monthly Summary of the
International Labour Organisation

1933. No. 11 NOVEMBER

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SOME ASPECTS OF THE WORLD DEPRESSION

In various reports submitted to its Governing Body or to Committees during the last few weeks, the International Labour Office has supplied some interesting information about special difficulties which have been experienced by certain classes of workers in addition to the consequences of the general economic depression.

Special emphasis has been laid on these problems: unemployment among young persons; reduction of wages and employmen in agriculture; overcrowding of the intellectual professions; the stagnation in shipping and unemployment among seafarers. Each of these has its own special characteristics, but there are certain common, fundamental features: on the one hand, the effects of the world depression, and on the other, the lack of co-ordination between the greatly accelerated rhythm of scientific or technical progress and the less rapid development of professional organisation.

The Depression and Young Persons

One of the most serious effects of the world economic depression is undoubtedly the prolonged unemployment among young people.

According to various estimates, out of about 7,000,000 unemployed in Germany in 1932, 1,750,000, that is to say, about 25 per cent., were under 25 years of age.

In Denmark, in May, 1933, out of a total of 129,307 unemployed, over 36,000 were under 25 years of age, of whom 19,000 were between the ages of 18 and 22.

In the United States the number of young persons of both sexes under 18 years of age in employment fell from 2,700,000 in 1920 to 2,100,000 in 1930.

In Great Britain in May 1933, there were over 140,000 unemployed persons between 14 and 18 years of age.

In Italy it was estimated that at the end of 1932 the number of unemployed persons between 12 and 18 years of age was about 250,000.

In Norway at the beginning of 1933, out of a total of 75,000 unemployed persons, 20,000 were young people between 18 and 24 years of age, and 7,000 of these had never occupied a permanent post before they became unemployed.

In Sweden a census of unemployed persons carried out on 28 February, 1933, showed that out of 179,507 unemployed persons, 59,317, or about 33 per cent., were young persons between 18 and 25 years of age.

It is unnecessary to emphasise the gravity of the situation which is disclosed by these figures. In many respects the prolonged unemployment of a large section of the youth of a country is undoubtedly much more detrimental in its consequences for the community at large than unemployment among adults. This is why special measures are necessary to counteract those detrimental consequences. Several countries already have adopted such measures, and the International Labour Office, on the basis of their experience, presented a first report to the last session of its Governing Body. Having studied this, the Governing Body decided to put the question of unemployment among young persons on the agenda of the 1935 Session of the International Labour Conference.

The Depression and Professional Workers

In a report presented to the recent session of the Advisory Committee on Professional Workers on the recruiting and placing of professional workers, the International Labour Office drew special attention to the overcrowding of most intellectual professions.

In the medical profession there are, it is stated, in Germany only 1,100 annual vacancies for 1,700 newly qualified doctors. In Austria the corresponding figures are 150 vacancies for 350 doctors, in France 500 for over 1,000, in Norway about 50 for about 100, in Switzerland 80 for 150, and in

Yugoslavia 200 for 350, while in Sweden it is estimated that the number of newly-qualified doctors annually exceeds the number of vacancies by 60.

In dentistry there are about 400 annual vacancies in Germany for 700 qualified dentists, while among pharmacists there are about 100 posts in the Argentine where 150 diplomas are issued a year.

Of the 25,000 nurses annually trained in the United States, only a quarter find posts; while in Greece 45 diplomas were issued in a recent year for a very small number of vacancies, and in Austria in 1930 the number of diplomas issued was 328 and that of posts not more than 300.

In the occupations in which diplomas, etc., are not required the overcrowding is just as great. Musicians, painters, journalists, and theatrical artistes complain of more or less serious difficulties.

The proportion of unemployment among journalists is 15 per cent. in Poland, 10 per cent. in German and 5 per cent. in Czechoslovakia, while in France, the Netherlands and Denmark it appears not to exceed 2 per cent.

Actors are very severely affected by unemployment. In France, where there are about 10,000, 6,000 of whom are recognised professionals belonging to the Artists' Union, only 1,500 had work in 1932.

The organisations consulted by the International Labour Office point to two sorts of causes of unemployment among professional workers; on the one hand there are the causes which have led to a disproportionate increase in the membership of the occupations; and on the other, those which have brought on a fall in the possibilities of employment.

In the first group mention is made of the expansion of public elementary and secondary education; the lure of belonging to a non-manual profession; the ignorance of boys and girls and their parents concerning the difficulties with which the professions are beset; the low standard of the curricula and examinations in high schools; the obvious unemployment which exists in the manual occupations and which leads parents to make sacrifices so that their children may enter professions where it is hoped they will be safe from unemployment; and the present general distress which induces many persons with remunerated posts (civil servants, for instance) to seek additional profit in the liberal professions (journalism, graphic art, etc.).

In the second group, the causes of a fall in the possibilities of employment, stress is laid upon rationalisation in undertakings of a large variety of types, and technical inventions such as those leading to the development of mechanical music. It need hardly be said that the economic depression is blamed, for it has caused a general impoverishment of the population, or at least a general restriction of expenditure, and consequently a fall in the demand for the services of professional workers. The depression has further induced many non-manual workers, who have passed middle age and would in normal times have retired from professional life, to keep their posts or to continue to work because they have lost their savings or have heavy family responsibilities—the result being fewer vacancies for the new members of the occupation concerned.

The Depression and Seafarers

In his Report to the Joint Maritime Commission, which was convened for 4 December at Paris, the Director of the International Labour Office dealt with the world depression in the shipping trade.

The depression in the shipping trade had begun before the general economic depression had brought about a collapse in international trade. It originated in the extraordinary and over-rapid increase in the world merchant fleet and more particularly in its carrying capacity, which, in 1929, was estimated to be one and three-quarter times the pre-war figure. Then came the reduction in the volume of world trade, which fell by about 26–27 per cent. in three years, increasing the disproportion between available tonnage and cargoes for transport. Freight rates fell far below those of the pre-war period. Freight rates as a whole in 1932 were only 87·7 per cent. of the average for the period 1898–1913.

Passenger traffic has been hampered both by the severe restrictions imposed by immigration legislation and by unfavourable economic conditions. The total passenger traffic in all classes, including migrants, has also fallen steadily on the North Atlantic route between Europe and the United States; from 550,837 in 1929 to 269,557 in 1932. Moreover, the figures for the first nine months of 1933 show that reductions in fares have not yet succeeded in reviving this branch of international transport.

It has been estimated that in the Suez Canal traffic between the middle of 1929 and the middle of 1932 the net tonnage of vessels in transit fell by 25 per cent. and the weight of the goods transported by 40 per cent. In this case, however, there was an improvement towards the end of 1932, and this upward trend continued during the first eight months of 1933.

The decline in the movement of trade via the Panama Canal is even more marked; the tonnage of vessels in transit fell from 30,353,000 net tons in 1929 to 22,636,000 in 1932, and the volume of goods transported from 31,450,000 long tons in 1929 to 18,099,000 in 1932. The second quarter of 1933, however, showed an increase of 7 per cent. in the volume of goods transported, and of 3·3 per cent. in the utilisation of tonnage.

Statistics for the large ports of the continent of Europe—Hamburg, Rotterdam, and Amsterdam—show that the total passage of goods in metric tons was 57,906,000 in 1932 as compared with 92,619,634 in 1929.

In North America the figures for vessels passing through the locks of the Sault Sainte Marie Canal were: 92,622,017 tons of goods in 1929 and only 20,481,047 in 1932. Only 3,607,000 tons of ore were transported in 1932 as against 64,917,000 in 1929.

With regard to the special vessels built for the transport of oil, at the end of 1932 there were 355 of a total of 3,250,000 tons dead weight lying idle.

The tremendous falling off in the volume of trade and in freight rates has endangered the existence of many shipping firms. There is no need to add that the fact of ships being so often run at a loss is at the root of the stagnation in the shipbuilding industry and in other branches of industry and trade closely dependent on the mercantile marine.

In view of these difficulties various measures have been suggested or tried by the shipping industry. Efforts have been made to reduce working expenses, to bring about amalgamations or arrive at agreements, to reduce excess tonnage, to lay up ships and to scrap a portion of the existing fleet of merchant vessels.

These proposals have been partially applied in the national field, but the absence of international agreement in regard to any of them has severely limited the results achieved.

With regard to scrapping, action on a wide scale has been taken with Government assistance in three countries: Italy (three successive cuts of 200,000 tons); Germany (400,000 tons); Japan (400,000 tons, half of which, however, is required to be replaced by vessels of not less than 4,000 tons each). In the United States the Shipping Board sold, to be broken up, 125 vessels of a total of over 700,000 tons. In other countries, where the public authorities have given no help, quite a number of old vessels or of those unsuited for modern requirements have either been broken up or sold abroad, thus reducing the national merchant fleet. The figures for the tonnage afloat on 30 June, 1933, show that the world fleet of merchant vessels has now been brought down to the 1929 figure; the Russian, Finnish, and Panama fleets are the only ones which, as a result of quite special circumstances, show an increase.

With regard to the measures taken by various companies to lay up vessels, the total amount affected was at different times 9, 12, or even 15 million tons. In the United States alone, on 30 June, 1933, there were 612 mechanically propelled vessels of 1,000 tons or over, representing a total gross tonnage of 3,242,958, which were laid up.

The revival of activity, however, which can be observed in 1933, together with the elimination of vessels which are laid up for good, justifies some hope of a brighter future.

In the meantime, the depression in the merchant marine in every country has produced very serious consequences for seafarers.

The most serious is widespread and prolonged unemployment.

In Germany, in 1932, a third of the merchant fleet was laid up, with the result that, instead of the 58,000 persons that the fleet could have employed, the average number of persons actually employed throughout the year was 38,105, or 65·4 per cent.

In Great Britain, on 1 October, 1933, there were 1,572,500 net tons of shipping laid up, and there were 48,244 insured seamen unemployed, or 29·9 per cent.

In Italy it has been estimated that at the end of 1932 there were 38,000 unemployed persons registered with the seamen's employment agencies.

In France, at the end of 1931, 12,000 seamen were out of work; at the present time there are probably 15,000.

In Norway, in April, 1933, vessels laid up represented 1,226,000 t.d.w.; there were 7,131 unemployed seamen registered with the seamen's public employment agencies, and the actual number of unemployed seamen was certainly higher.

In Denmark, for the first eight months of 1933, 14·2 per cent. of the existing total of tonnage was laid up, and 30 per cent. of the total number of insured seamen were unemployed.

In Sweden, according to Employment Exchange statistics, the monthly average of unemployed merchant seamen was 5,974 in 1932, compared with 2,936 in 1927. In the first eight months of 1933, among seamen and sea-fishermen there was an average of 493 applications per 100 vacancies.

In the Netherlands, at the end of 1932, there were more than 14 per cent. of the engineer officers and more than 15 per cent. of the deck officers without work. According to a memorandum submitted by the Dutch Shipowners Association to the Ministry of Labour, the number of persons employed on the ships of its members has been reduced by over a third as a result of laying up.

In Belgium, on the basis of similar returns which have been compiled, and for the same reasons, employment among merchant seamen diminished from 1930 to 1932 by 40 per cent. In the early months of 1933, tonnage laid up was estimated at 43 per cent., the proportion of unemployed deck and engineer officers at 25 per cent., of wireless operators at 35 per cent., and the number of unemployed seamen of all ratings at 2,600.

In Greece, during the first seven months of 1933, of the 20,000 persons that the whole merchant fleet is capable of employing, about 4,000 were unemployed.

In Australia, on 30 June, 1931, the amount of tonnage laid up was 133,000, and the number of unemployed seafarers 3,390.

In Canada, between June, 1930, and June, 1931, 32·9 per cent. of seamen had lost time, and the average duration of the time lost by these persons was about 25 weeks each.

In the United States the laying-up of ships of all kinds reduced the possible amount of employment on board by 12 per cent. in 1929 and 1930, but owing to the economic depression the rate rose to 17·4 per cent. on 30 June, 1931, and to 25·5 per cent. on 30 June, 1932.

In the Argentine there were 2,433 unemployed among the maritime and inland navigation workers in August, 1932.

The report of the Director of the International Labour Office emphasises moreover that the fact that so many ships are laid up is not the only difficulty with which the maritime labour market has to contend. Among other factors which aggravate the situation are the intermittent nature of employment at sea and the technical changes and advances of recent years.

The use of liquid fuel means as a rule that one fireman is employed for 9 to 12 furnaces instead of for 3 to 4, as on vessels burning coal.

The use of internal combustion engines on sea-going vessels has made enormous progress. The tonnage of such vessels on 30 June, 1933, was 46 times the corresponding figure for the same date in 1914, being 10 million tons as against 220,000. It appears that foreign-going motor vessels employ 636 persons in their engine rooms where steamers of the same tonnage employ 1,000.

It has been estimated that in France technical changes in merchant vessels and fishing vessels have necessitated the employment of an extra 5,000 persons to work the engines, but this increase only makes up for one-third of the reduction in the number of deck hands. On the whole the French merchant and fishing fleets thus required 10 per cent. less staff in 1931 than in 1913, although their total tonnage over the same period increased by 48 per cent.

The Crisis and Agricultural Workers

Information collected by the International Labour Office shows that the continuation and extension of the agricultural crisis since 1930 have seriously affected working conditions in agriculture.

The two chief consequences of the depression have been a considerable fall in agricultural wage rates in nearly every country and increased unemployment reaching such proportions as to present a most serious problem for agricultural workers.

In Germany agricultural wages, in common with all other wages, have been governed by the Emergency Decree of December, 1931, and have therefore undergone the 10–15 per cent. reduction, bringing them back to the 1927 level. A further drop has taken place during the course of 1932. At present wages nowhere exceed 40 pfennigs an hour, including payment in kind.

In Australia the wage index for agriculture (pre-war=100) fell from 194 in 1924 to 167 in 1931, to 155 in 1932 and to 151 in March, 1933.

In Canada the average monthly wage rate from 1925 to 1929 was $40 for men and $23–24 for women, in addition to board and lodging. In 1931 the corresponding figures were $25 and $18 respectively, the downward movement continuing during 1932, the figures for this year being as low as $19 and $15.

In Denmark wages as fixed freely on the labour market during the winter 1931–1932 fell by from 12 to 14 per cent. as compared with the previous year. There was a further reduction in the spring of 1932.

In Egypt the daily agricultural wage is now 3–4 Turkish piastres, compared with 6·8 piastres paid in prosperous times.

In the United States the index for agricultural wages fell from 171 (pre-war 100) in 1929 to 147 in 1930, 84 in October, 1932, and 74 in January, 1933, at which date wages were as low as in 1899. In July, 1933, however, the index had risen again to 78.

In Finland men's wages fell by about 20 per cent. in two years.

No exact figures are avilable for France, but it is generally agreed that wages—which had been practically stable since 1930—have fallen appreciably since July, 1932.

In Great Britain (England and Wales) the average minimum weekly wage for ordinary agricultural workers has fallen during the last two and a half years from 31s. 8d. to 30s. 7½d. The lowest rate fell from 30s. to 27s.

In Hungary the wages of day labourers have fallen by 40 per cent. in four years.

In the Irish Free State the index fell from 100 in 1925 to 90 in 1932.

In Italy agricultural wages are now only three-quarters of those paid in 1929.

In Latvia wages paid in the year 1932–1933 amounted only to two-thirds of those paid in 1929–1930.

In New Zealand the index has fallen from 179 in 1930 to 115 in 1933.

In Poland wages fell during 1932 by an average of 10–11 per cent., except in the four Eastern provinces, where they have always been relatively low.

In Switzerland, in 1931, summer wages were nearly as high as in 1930, but winter wages have since fallen, especially weekly wages, which appear to have been reduced by 10 per cent.

In Czechoslovakia, in 1931, the reductions in agricultural wages amounted to 5 per cent. The new collective agreement concluded in February, 1933, showed a further reduction of from 5 to 10 per cent.

It should be added that in countries where the workers receive the greater part of their wages in kind, and are therefore obliged to sell part of the produce received, they suffer from any fall in the price of agricultural products.

According to information gathered by the International Labour Office unemployment among agricultural workers is to be attributed not only to the agricultural crisis itself and the structural changes which the industry is undergoing, but also to an arrest of the natural overflow of surplus rural population to the towns and to industries, and even to the beginning of a return to the countryside.

MR. HAROLD BUTLER'S VISIT TO THE UNITED STATES

In November Mr. Harold Butler, Director of the International Labour Office, paid a short private visit to the United States, where he took part in a Conference on Unemployment, organised by the Academy of Political Science of Columbia University, in New York.

During his stay in Washington he had a talk with President Roosevelt.

He obtained first-hand information on what the United States is doing to combat the crisis, and on a number of industrial and social experiments which the United States Government is making.

NATIONAL RECOVERY MEASURES IN THE UNITED STATES

The International Labour Office has published a compilation of the principal legislative measures in the National Recovery Programme in the United States, together with a number of Industrial Codes adopted under the National Industrial Recovery Act.

Governments, employers' and workers' organisations, and scientific bodies in every country are interested in studying the measures adopted by President Roosevelt to combat the depression. For this purpose they need various texts which it is not always easy to obtain.

The volume published by the International Labour Office is intended to enable the reader, by a study of the essential original documents, to understand what the American Government is doing.

According to the text of the National Industrial Recovery Act, the declared policy of Congress in combating the depression is:

> ". . . to remove obstructions to the free flow of inter-State and foreign commerce which tend to diminish the amount thereof; and to provide for the general welfare by promoting the organisation of industry for the purpose of co-operative action among trade groups, to induce and maintain united action of labour and management under adequate Governmental sanction and supervision, to eliminate unfair competitive practices, to promote the fullest possible utilisation of the present productive capacity of industries, to avoid undue restriction of production (except as may be temporarily required), to increase the consumption of industrial and agricultural products by increasing purchasing power, to reduce and relieve unemployment, to improve standards of labour, and otherwise to rehabilitate industry and to conserve natural resources."

This Act enunciates certain fundamental principles relating to freedom of association, the conclusion of collective agreements between employers and workers, the fixing of minimum wages, and the limitation of hours of work, and provides for the execution of a big public works' programme with a view to a rapid increase in the possibilities of employment and to the stimulation of economic activity.

The volume also reproduces the Agricultural Adjustment Act, the Emergency Railroad Transportation Act, the Federal Emergency Relief Act, the Unemployment Relief Act, and the National Employment Service Act.

These texts are followed by a summary account of other legislative measures entering into the Recovery programme, which, while highly important in themselves, are nevertheless not so directly related to industrial and labour questions.

The second part of the volume reproduces the texts of the President's Re-employment Agreement, which indicates what the National Recovery Administration considers to be standard working conditions; prohibition of the employment of children, a maximum working week of 40 hours for employees in commerce and offices, and 35 hours for factory workers and artisans, the fixing of minimum wages, etc.

After indicating the modifications of this President's Agreement approved for certain retail trades, the volume gives a selection, in chronological order, of the first Codes of Fair Competition to be adopted under the National Industrial Recovery Act. It also contains a list of the various codes approved by the President of the United States up to 20 September, 1933.

At a later date the International Labour Office hopes to publish a further volume containing documents illustrating any modifications and developments of the American Recovery measures.

WORKMEN'S COMPENSATION FOR OCCUPATIONAL DISEASES

The International Labour Office has sent to all the Governments of States Members of the Organisation a report on the question of the desirability of adding silicosis and certain other diseases to the list of occupational diseases in respect of which compensation is payable.

This question will appear on the agenda of the next Session of the International Labour Conference which will open at Geneva on 11 May, 1934.

The object in view is to enable further classes of workers to enjoy the benefits of the 1925 Convention, which ensures that the victims of occupational diseases, and their dependents, shall be compensated in accordance with the general principles of legislation for industrial accidents.

Under this Convention, which has been ratified by 22 countries, the following are considered as occupational diseases: lead poisoning, mercury poisoning, and anthrax infection, when such diseases affect workers engaged in the corresponding trades or industries. The International Labour Office Report proposes to add the following diseases to this list: silicosis, which is due to the action of dust on the respiratory passages of miners, quarry workers, and metal workers, poisoning by phosphorus, arsenic, benzene, and their compounds, and by hydrocarbons of the aliphatic series and their chlorinated derivatives, pathological manifestations due to radium and other radio-active substances and X-rays, and epitheliomatous cancer of the skin due to the handling of tar, pitch, bitumen, mineral, oil, etc.

ADVISORY COMMITTEE ON PROFESSIONAL WORKERS

The Advisory Committee on Professional Workers held its fourth session at Geneva on 6 and 7 November, with Mr. Anselmi (Italy) in the Chair.

The following members were present:—

Representing the Governing Body of the International Labour Office: Government Group, Mr. Anselmi (Italy); Employers' Group, Mr. Waline (France); Workers' Group, Mr. Schürch (Switzerland).

Representing the International Committee on Intellectual Co-operation: Mr. Gonzague de Reynold (Switzerland).

Representing the International Employers' Organisation: Mr. Lecoq (Belgium), Mr. Marchesi (Italy).

Representing Professional Workers: Messrs. Louis Gallié (France), George Lathan (Great Britain), Victor Koscinski (Poland), Madame M. T. Nisot (Belgium), for the International Confederation of Professional Workers; Mr. S. Valot (France), for the International Federation of Journalists; Mr. di Marzio (Italy), for the Fascist Confederation of Professional Workers and Artists; Mr. Yoshisaka, for the Japanese professional workers.

Representing the International Institute of Intellectual Co-operation: Mr. Raymond Weiss.

Representing the Secretariat of the League of Nations: Mlle. Hallsten-Kallia.

The Committee was of the opinion that the question of the rights of performers in broadcasting and mechanical reproduction of sound was suitable for the preparation of one or more international conventions. It requested the Governing Body of the International Labour Office to instruct the latter to complete the documentation which it has gathered and to continue its study of this problem. It also expressed the hope that this question would be put on the agenda of an early session of the International Labour Conference.

The Committee was informed that the Permanent Conference of International Professional Organisations had passed a resolution urging the International Labour Office to undertake an inquiry into the question of medical patents, and that a further resolution had been passed by the International Federation of Journalists requesting that the Advisory Committee on Professional Workers should take up the question of authors' rights of journalists working under a contract of employment. The Committee decided to pass on these resolutions to its officers.

The Committee asked the International Labour Office to continue its studies on the recruiting of professional workers, and requested the Governing Body to recommend the various Governments and organisations concerned to assist in placing professional workers, in the spirit of the 1919 Washington Convention, by means of a joint organisation adapted to the needs of their profession and under the supervision of public authorities.

The Committee noted a resolution, signed by Messrs. Gaillié, Lathan, Koscinski, and Mme. Nisot on behalf of the International Confederation of Professional Workers, and by Mr. Valot on behalf of the International Federation of Journalists, which affirms the solidarity of professional workers in paid employment with all other workers in the task of obtaining a Convention on the reduction of hours of work, while holding that this measure cannot be effective unless the level of wages is maintained.

The Committee adopted the report prepared by the International Labour Office on the question of equality of treatment in the domain of professional work for nationals and foreigners, together with a proposal made by Mr. Valot to the effect that in continuing the study of this question special attention should be devoted to the problem of foreign newspaper correspondents.

The Committee asked the Governing Body of the International Labour Office to consider the possibility of taking the necessary steps for the promotion of an international agreement whereby the various States would bind themselves to regulate by legislation the granting of and the right to use the title of engineer in virtue of a diploma from a university or a technical high-school, and in particular to prohibit the use of the title of "certified engineer," unless certain conditions prescribed in the legislation are fulfilled.

Finally, the Committee noted a communication from the International Labour Office on the questions of inventions by salaried employees and the radius clause.

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ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION DURING THE YEAR 1933

During the year 1933 the work of the International Labour Organisation was again overshadowed by the economic depression.

While its material resources were limited by the necessity for making severe economies, an increasingly large number of problems called for renewed and greater efforts.

Although, like certain economic indices, the unemployment statistics published regularly by the International Labour Office have revealed signs of improvement in various countries, it is still impossible to foresee the end of the economic depression, the social consequences of which, in the meantime, are becoming overwhelming.

In the very first place, therefore, the International Labour Organisation has continued to devote its energies to direct and indirect action against the crisis. Once again the key to its work, throughout the year, has been its advocacy of the reduction of hours of work, the setting on foot of national and international public works, and the extension of unemployment benefit.

At the World Conference in London, delegates sent by the Governing Body of the International Labour Office represented the Organisation officially, and urged the value of such public works as a means of providing speedy employment for large numbers of unemployed and promoting the recovery of economic activity. They succeeded in securing the creation of a special Committee on this question. At its last meeting the Governing Body of the International Labour Office expressed the hope that this Committee would be appointed and convened as early as possible, and urgently appealed to all Governments to institute schemes without delay or to continue without interruption the execution on their own territory, national or colonial, of schemes of public works. It also decided that this question should be brought before the 1934 Session of the Conference by means of a report prepared by the International Labour Office, which will give rise to a discussion of the problem.

The question of the reduction of hours of work, with which the Organisation is exclusively competent to deal, was submitted first of all to a Tripartite Preparatory Conference in January, and then to the International Labour Conference itself in June. In both these discussions emphasis was laid upon the problem of " technological unemployment," i.e., the reduction of the demand for labour on account of the application of scientific inventions or new methods of production to various industries. Moreover, when the International Labour Conference decided to put on the agenda of its 1934 Session the question of the reduction of hours of work and fixed the points on which the Governments were to be consulted with a view to this second discussion, it envisaged the preparation of international regulations in the form of a Draft Convention " as a remedy for unemployment and as the means of ensuring that the workers share in the benefits of technical progress." The questionnaire drawn up by the International Labour Office, in accordance with the decisions of the Conference, deals with the introduction of the forty-hour week and the problem of the maintenance of wages. It was sent to the Governments at the end of July. On the basis of the replies received, the International Labour Office will frame texts which will be submitted to the 1934 Session of the International Labour Conference for a final decision.

In the meantime, President Roosevelt's plan is being applied in the United States: two of its cornerstones are the forty-hour week and the execution of a vast programme of public works. When the Eighteenth Session of the International Labour Conference meets on 11 May next, it will have before it practical experience of the highest value.

The question of unemployment insurance and various forms of relief for the unemployed also came before the International Labour Conference this year for a first reading. As a result of the decisions taken, the Governments are being consulted on the preparation for 1934 of international regulations in view of the necessity of providing relief for unemployed workers.

In addition to its work on these matters, which are directly related to the world economic crisis, the Conference, by preliminary decisions, also prepared the way for its 1934 Session to take final decisions in regard to the question of the methods of providing rest and alternation of shifts in automatic sheet glass works.

The most important contribution of the Conference, however, in the sphere of international social legislation was in regard to the question of social insurance. It adopted six Conventions in regard to: old-age insurance, invalidity insurance, and widows' and orphans' insurance, for each of which two texts were adopted, one concerning workers employed in industrial and commercial undertakings, in the liberal professions, and outworkers and domestic servants, and the other workers employed in agricultural undertakings.

It also adopted a Convention providing for the abolition, within a period of three years, of all fee-charging employment agencies conducted with a view to profit. There had already been a discussion on this question at the 1932 Session of the Conference, as on that of old-age, invalidity, and widows' and orphans' insurance. Seven new Conventions, therefore, were added this year to the thirty-two International Labour Conventions previously adopted.

It is a comforting reflection that, despite the economic crisis and the financial difficulties, in face of which States have hesitated to make commitments, in the sphere of social progress as in other spheres, the ratification of these Conventions, far from having slowed down, speeded up. On 31 December the number of ratifications officially registered was 578, as compared with 490 on 1 January. There were, therefore, 88 fresh ratifications in 1933, as compared with 41 in 1932 and 34 in 1931.

This is the highest figure that has been registered for a very long time.

This improvement is especially due to the substantial progress in this respect made by Latin-American States: during the year, 30 fresh ratifications were received from Uruguay, 24 from Colombia, 9 from the Argentine Republic, 6 from Chile, 4 from the Dominican Republic, and 3 from Venezuela. This is a striking fact, which confirms that the crisis has stimulated the development of social legislation in Latin America.

The growing interest of the extra-European countries as a whole in the work of the International Labour Organisation is, moreover, one of the characteristic features of the year which has just gone by. This has been reflected in numerous interventions or proposals which have given rise to meetings and studies, all of which have tended to promote closer collaboration between these countries and the Organisation. The Governing Body of the International Labour Office has been concerned with the problem of ensuring a more substantial representation of nationals of extra-European countries in the higher ranks of the staff of the Office.

The Governing Body requested the International Labour Office to study the problems of industrial development in certain new industrialised oversea countries, the resultant modifications in the social structure of these countries, and the competition which may result with the older industrial countries as a consequence of differences in standards of living. This question was one of those which was frequently mentioned in the general discussion on the Director's Report during the 1933 Session of the International Labour Conference. In accordance with previous resolutions of this Conference, the International Labour Office had already undertaken an inquiry on industrial labour in Japan, the results of which were published during the year.

Among other important decisions of the Governing Body may be mentioned those relating to the agenda of the 1934 and 1935 Sessions of the International Labour Conference. It decided to place upon the agenda of the 1934 Session the questions of the employment of women in underground work in mines of all kinds, the partial revision of the Convention on the employment of women during the night, and the extension of the list of occupational diseases in respect of which compensation is payable, and upon the agenda of the 1935 Session the questions of unemployment among young persons, recruiting of native labour, and holidays with pay.

With regard to the question of the organisation of placing activities, a Technical Placing Conference was held in June, in which experts from thirty-one countries, including the United States, took part.

It was the International Labour Conference which first raised the question of the placing of German refugees. The resolution which it adopted led to the creation, as a result of a decision of the Assembly of the League of Nations, of a High Commissioner entrusted with the work of ensuring international co-operation on this matter.

As regards the composition of the Organisation, it should be noted that Turkey and Iraq this year took part in the International Labour Conference as full States Members for the first time. Japan has continued to collaborate in the work of the International Labour Organisation, although she withdrew from the League of Nations. On the other hand, in October, Germany declared that the notice of her withdrawal from the League of Nations applied also to the International Labour Organisation.

When she took certain decisions making clear her position in regard to the League of Nations, the Argentine Republic seized the opportunity of stating officially that she would have great pleasure in continuing her collaboration in the work of the International Labour Organisation, in which she has taken an active part from the very beginning. Her intention to maintain close contact with the Organisation was confirmed in a particularly striking way when she sent to Geneva the instruments of ratification of nine International Labour Conventions, to which reference has already been made.

Although not a Member of the Organisation, Egypt sent observers to the International Labour Conference, as she did a year ago.

Added interest was lent to this year's Conference by the fact that the United States sent official observers who took part in its discussions.

The International Labour Office is, of course, keenly interested in the tremendous work of economic reconstruction that President Roosevelt's Administration is doing: in many respects this is related to the problems with which the International Labour Organisation is directly confronted. Already the International Labour Office has published a compilation of the principal legislative measures fundamental to the National Recovery programme: this is a first study of the National Recovery Act, and is indispensable for a proper understanding of what is going on in the United States. In a few months' time the Office hopes to publish a further volume dealing with the various developments of what has been called the "Roosevelt Plan."

In the meantime, taking advantage of a private visit as a result of an invitation from the Academy of Political Science of the University of Columbia, the Director of the International Labour Office, Mr. Harold Butler, has had the opportunity of getting first-hand information about the present situation in regard to the Washington Government's recovery programme, and in particular about its social consequences.

Among the other studies that have been published by the Office during 1933 may be mentioned—in addition to that on industrial labour in Japan, to which reference has already been made—those on conciliation and arbitration in industrial disputes, the rural exodus in Germany, the organisation of placing activities, social services in different countries, industrial relations in Great Britain, collective agreements in agriculture, safety in the manufacture and use of celluloid, and a comparison of national legislation dealing with compulsory invalidity, old-age and widows' and orphans' insurance, and the results of its operation.

The Seventeenth Session of the International Labour Conference

The Seventeenth Session of the International Labour Conference was held at Geneva from 8 to 30 June. It was presided over by Mr. de Michelis, Italian Government Delegate, and 49 States were represented.

There were five questions on the agenda:

Invalidity, old-age and widows' and orphans' insurance (second discussion);

The abolition of fee-charging employment agencies (second discussion);

Unemployment insurance and various forms of relief for the unemployed (first discussion);

Methods of providing rest and alternation of shifts in automatic sheet-glass works (first discussion).

Reduction of hours of work.

On all these points the Conference reached positive results.

For invalidity, old-age and widows' and orphans' insurance, six Draft Conventions and a Recommendation were adopted, which, together with the Conventions and Recommendations on workmen's compensation for accidents (1925) and on sickness insurance (1927), have resulted in the extension of international labour legislation to all the chief forms of social insurance (unemployment insurance also having been the subject of a first discussion this year, with a view to the adoption of texts next year).

Separate Draft Conventions were adopted in regard to invalidity insurance, old-age insurance, and widows' and orphans' insurance, for each of which there are two texts, concerning (1) workers employed in industrial and commercial undertakings, in the liberal professions, and out-workers and domestic servants, and (2) workers employed in agricultural undertakings.

The two Draft Conventions dealing with compulsory invalidity insurance provide that workers who become generally incapacitated for work, and who thereby are unable to earn an appreciable remuneration, shall be entitled to an invalidity pension.

In regard to compulsory old-age insurance schemes, with which the next two Draft Conventions deal, it is provided that insured persons shall be entitled to an old-age pension at the latest at sixty-five years.

The Draft Conventions concerning widows' and orphans' insurance provide for a pension to the widow and orphans of a deceased insured person.

The Conference completed these Draft Conventions by a Recommendation which indicated to the States certain general principles, the application of which would seem, in the light of experience, to be most likely to yield the maximum practical results in operating compulsory insurance schemes.

It decided to put on the agenda of the 1934 Session the question of the maintenance of pension rights of insured migrant workers.

The abolition of fee-charging employment agencies is a measure the adoption of which had been recommended by the International Labour Conference at its very first Session at Washington in 1919, as the natural complement of the compulsory institution of free public exchanges. This measure is now realised by the adoption of a Draft Convention.

According to the Convention, all employment agencies conducted with a view to profit must be abolished within three years from the coming into force of the Convention for the State concerned. During this period, there may not be established any new agency of this kind, while those still in existence must be subject to the supervision of the authorities.

Regulations are provided for employment agencies which charge fees but are not run for profit.

The Conference also adopted a Recommendation requesting the States to take certain measures to adapt the free public employment offices to the needs of the occupations in which recourse is often had to the services of fee-charging employment agencies, and prohibiting persons and undertakings which, either directly or through any intermediary, derive any profit from certain activities such as the keeping of public-houses, hotels, second-hand clothes shops, pawnshops or money changing, from engaging in placing.

The problem involved in the item "methods of providing rest and alternation of shifts in automatic sheet-glass works" was to ensure a weekly rest period for workers in a branch of industry where work is necessarily continuous, so that manufacture cannot be interrupted on Sundays. The question came up for a "first discussion." It was put on the agenda of the 1934 Session of the Conference for the taking of a final decision, and the Conference fixed the points of the questionnaire by which the Governments should be consulted as to the desirability of adopting a Convention next year.

In regard to unemployment insurance and various forms of relief for the unemployed, a question which also came up for first discussion, the Conference decided that the Governments should be consulted with a view to the preparation for the 1934 Conference "of a Draft Convention and of a supplementary Recommendation concerning benefit schemes for the unemployed, whether by (*a*) a system of compulsory unemployment insurance, (*b*) a system of voluntary unemployment insurance, (*c*) a system of unemployment relief, or (*d*) a combination of these different methods or any two of them."

The question of the reduction of hours of work came before the Conference in special circumstances, inasmuch as it was the first time it was dealt with by the International Labour Conference, although it had already been submitted in January last to a Tripartite Preparatory Conference, which could have been considered as a "first discussion."

The International Labour Conference, before referring the problem to a Committee for examination, had thus to take a series of votes.

The first vote was on a question of principle. By a majority of 95 votes to 26, the Conference decided that the question of the forty-hour week was suitable to form the subject of one or more Draft Conventions or Recommendations.

Having taken this decision, the Conference then had to decide whether it would apply the ordinary procedure of the Conference—that of a double discussion, involving in the first year a preliminary discussion with a view to a consultation of the Governments, and only in the second year the adoption of definite texts—or an exceptional urgency procedure which would enable a Convention to be adopted this year.

The exceptional urgency procedure was advocated by those who regarded a reduction of hours of work primarily as a measure which should be taken to meet the crisis, limited, if necessary, to the period of the crisis, but applied with the utmost possible speed. By 69 votes to 55 it was decided not to adopt this exceptional procedure. On the other hand, by 86 votes to 2, the Conference decided to consider the question in accordance with its normal double-discussion procedure—that is to say as a question put on the agenda in normal circumstances.

This result reflected the desire expressed by several speakers representing Governments that there should be a further study of the problem of the reduction of hours of work, taking into consideration not only its relation to the present crisis, but also, and in particular, the fundamental changes which technical progress is producing in industrial organisation, and which give to this reform not a temporary but a permanent character.

By 99 votes to 24, it was definitely decided to put this question of the reduction of hours of work on the agenda of the 1934 Session.

The Conference also adopted a resolution urging the Governments and industrial bodies to take all necessary steps to suspend the practice of working overtime, as allowed in applying the forty-eight hour week, because the working of such overtime tends to increase unemployment.

The Conference further adopted resolutions concerning the placing of German refugees in various countries without detriment to the economic welfare of those countries, the organisation and co-ordination of national and international public works with a view to combating unemployment and regularising the volume of employment, the safety of workers in the building industry, and reciprocity of treatment between foreign workers and national workers.

Another resolution urged the calling of a Tripartite Conference of representatives of Governments, mine-owners and miners of the seven principal coal-producing countries in Europe, with a view to facilitating the simultaneous and early ratification by those countries of the 1931 Convention on hours of work in coal mines.

In view of the fact that the proceedings of the International Labour Conference began on the eve of the London Conference, it was naturally recalled that last year the International Labour Conference itself, in a resolution which was widely echoed, had demanded the calling of a world Conference which should be empowered to adopt measures to promote world economic reconstruction. The Conference decided, by the adoption of a new resolution, to send to this world Conference an urgent appeal for immediate action.

This resolution, presented by the three groups of the Governing Body, was adopted without opposition. It was inspired by two main considerations: the extremely urgent character of the present situation, so sadly illustrated by the existence of 30,000,000 unemployed; and the necessity of achieving positive results. It submitted to the Governments assembled in London a group of proposals which, taken as a whole, would tend to promote the recovery of economic activity by increasing the purchasing power of the community and by setting on foot public works co-ordinated on an international basis, for which the large funds at present lying idle could be used.

Further, these fundamental ideas, to which the Director of the International Labour Office had devoted part of his report to the Conference, were discussed by several speakers who took part in the discussion on this report, and by Mr. Harold Butler himself in his reply at the end of this discussion, during which the essential interdependence of social and economic problems was once again very strongly emphasised.

The Governing Body

During its Sessions from 29 October, 1932, to 25 October, 1933, the Governing Body has been presided over by Sir Atul Chatterjee, Indian Government representative. In accordance with the system of rotation adopted for the chairmanship, it elected as his successor Mr. Bramsnaes, Danish Government representative.

The Governing Body held its sixty-first, sixty-second, sixty-third and sixty-fourth Sessions at Geneva from 1 to 3 February, from 27 to 29 April, on 6 June, and from 23 to 25 October respectively. The principal decisions taken during these various

Sessions are mentioned in the first part of this annual summary.

Various Meetings

In addition to the Sessions of the International Labour Conference and the Governing Body, two important Conferences were convened in 1933 by the International Labour Organisation, both at Geneva: the Tripartite Preparatory Conference on the reduction of hours of work held in January, and attended by representatives of thirty-five States, and the Technical Placing Conference held at the request of the Commission of Inquiry for European Union on 9 and 10 June, which was attended by experts from thirty-one countries, including the United States.

In February a semi-official meeting was held at Geneva of delegates from the seven Governments most interested in the ratification of the Convention limiting hours of work in coal mines.

Three Committees recently set up by the Governing Body held their first meetings in 1933: the Committee on Agricultural Work, the Committee on Conditions of Work in the Iron and Steel Industry, and the Committee of Statistical Experts.

The Joint Maritime Commission, which had not met for four years, held a session in Paris from 4 to 6 December.

Meetings were also held during the year by the Committee on Conditions of Work in the Textile Industry, the Advisory Committee on Salaried Employees, the Advisory Committee on Professional Workers, the Committee on Industrial Hygiene, the Committee of Experts responsible for examining the reports on the application of International Labour Conventions, etc.

The Scientific Work of the International Labour Office

At the same time as it has provided for the regular issue of its ordinary periodical publications (*International Labour Review, Industrial and Labour Information, Official Bulletin, Industrial Safety Survey, Bibliography of Industrial Hygiene, Monthly Summary, I.L.O. Year-Book*, etc.), the International Labour Office has been active in carrying on its research work in all the fields for which it has competence.

As regards *economic questions in their relation to labour*, the Office has made this year a study of wage policy in relation to output, profits and markets. An article on the inquiry into this subject, carried out by the Taylor Society, was published in the *International Labour Review* of March, 1933, under the title "Economic Depression and Wage Policy." At the request of the Transit Committee of the League of Nations, the Office has begun a general study of the social aspect of the co-ordination of rail and road transport, which will no doubt imply the co-ordination of conditions of labour. Two studies on this subject have been carried out, one dealing with the hours of work of motor-car drivers and the other with the hours of work of railway workers. The former is completed and the latter nearly completed. A study of the remuneration of workers in these two kinds of transport has been begun.

The International Labour Conference, at its last session, asked the Office to consider the share which labour receives of the profits resulting from improved methods and rationalisation of production. Research on this point has been begun. The Office has also begun a study of the economic and social consequences in the international sphere of the diversity of wage rates and other labour conditions in different countries. Another question, which is connected with the previous one, although it is distinct from it, is also under consideration: that of the social aspects of industrial development in the Far Eastern countries. It need hardly be said that the International Labour Office continues to study carefully the great experiment which is at present being tried in the United States. A first report on this subject has already been published, as stated at the beginning of this summary, and an analytical and synthetic study is being prepared for publication early in 1934.

On the subject of *conditions of labour*, in addition to the studies on hours of work in the transport industries mentioned above, a study has been prepared on hours of work in the postal, telegraph and telephone services, at the request of the international federation of workers in this industry. Research is also being undertaken into the organisation of shifts in automatic glass works and the shift system in sugar refineries. Finally, as regards hours of work, three studies are in progress, dealing with the closing of shops in extra-European countries, the various systems of overtime as shown by existing statistics, and certain problems of industrial organisation which arise out of the forty-hour week.

As regards *industrial hygiene*, the Office has completed and published a report on compensation for occupational diseases. In accordance with the decisions of the Johannesburg Conference, research work on silicosis, dealing with the available information, bibliography, the question of the standardisation of radiological methods, etc., is being continued. Research on the problem of the feeding of the workers has been begun in collaboration with the Health Section of the League of Nations. Occupational risks in the manufacture of accumulators and enamelling on cast metal, as well as mercury poisoning, are being studied. An attempt is also being made to define the terms "light work," "medium work," and "heavy work," a problem connected with that of industrial fatigue. Information is also being collected on the results achieved in those countries which already possess an organised medical service in factories.

As regards the *prevention of industrial accidents*, four studies on safety in the construction and use of lifts, the dangers of spray painting, safety in the use of artificial grindstones, and protective screens, are at present being revised with a view to publication. Three further studies are being prepared which deal respectively with the prevention of accidents in the building industry, safety in the use of electricity in mines, and safety in power transmission.

As regards the *employment of women*, the report on the employment of women on underground work in mines is finished. The Office is collecting information on the two-shift system in industries where a large number of women and young persons are employed (existing legislation, practice, social consequences of work under the two-shift system). A third study is being prepared which deals with the substitution of female for male labour, or in some cases vice versa, due to changes in technical processes or other causes, such as measures to meet the depression.

As regards the *employment of children*, a study of legislation similar to that previously published on the employment of women has been completed.

As regards *statistics*, the Office has, in addition to the regular publication of its various periodical tables, published a series of articles on the International Conference of Migration Statisticians, migration movements, recent inquiries concerning family budgets, and the size and number of industrial and commercial undertakings in various countries. Articles are also being prepared on international index numbers of unemployment and the relation between unemployment and prices.

On the question of *wages*, in addition to the periodical tables, which the Office constantly endeavours to improve and make more useful, it has published the results of a special inquiry into wages and hours of work in coal mines in 1931, continuing the previous inquiries published two and four years before. A special analysis has also been made of wage statistics in certain countries, namely, the United States and Germany, and preliminary studies have been made of the possibility of organising international inquiries concerning wages in certain industries, namely, textiles, iron and steel. A study of statistics of rents in forty-five towns in 1932, for dwellings of various sizes and degrees of comfort, has been made. In addition to current work, the Office has also prepared the information required for the first meeting of the Committee of Statistical Experts in December. In particular, a long memorandum dealing with new methods of comparing costs of living, in particular food costs, was drafted for the Committee.

As regards *social insurance*, the work of the Office since the last session of the International Labour Conference, for which a large amount of material had to be prepared, has been concentrated on two subjects, the first being the survey of social services in various countries, and the other the preparation of the report on the maintenance of pension rights in invalidity, old-age and widows' and orphans' insurance for the next session of the Conference. If no unforeseen obstacle arises, the Office intends to prepare a somewhat full and complete study of medical services in social insurance for 1934.

With regard to *unemployment, employment and migration*, various studies are in hand or nearly completed: reports on unemployment among young persons, the problem of public works in relation to unemployment and employment, etc. In accordance with the decisions of the last Session of the International Labour Conference, research is being continued on what is known as technological unemployment. An international study on the placing of workers was prepared for the Technical Placing Conference, and has now been published after revision. The Office has continued its research work on the recruiting and placing of migrant workers, including the contracts of employment of such workers, on the methods of encouraging, by means of international collaboration, the economic development and population of certain unexploited areas, and on the preparation of international statistical tables of foreign populations, and, more particularly, of foreign workers employed in various countries.

As regards *vocational training*, the Office has prepared a first volume, and a second is in progress. In addition to an article on the economic value of vocational guidance, it is preparing an international study on the vocational training of handicraftsmen, as well as collecting bibliographical information on the questions on the agenda of the International Congress on Technical Education which is to meet in 1934, most of these being of direct interest to the Office.

As regards *housing*, the Office has prepared for the Governing Body a note on the question of living-in conditions for workers.

In connection with the *general rights of workers*, the Office has continued its regular and permanent studies: the *Legislative Series*, the *International Survey of Legal Decisions on Labour Laws*, etc.

The second volume on conciliation and arbitration was published during the year. Work on the question of freedom of association is being continued with a view to the meetings of the Committee of the Governing Body dealing with this matter. The Office has also begun a careful study of individual contracts of employment.

As regards the *special problems relating to certain classes of workers*, a report on the rights of performers as regards broadcasting and mechanical reproduction of sounds, a report on the recruiting and placing of professional workers, a preliminary study on equality of treatment for national and foreign professional workers, and another on the protection of the titles of engineers and architects, have been prepared. At the request of the organisations concerned, a preliminary study has been made of the structure of civil servants' organisations and their legal status.

As regards *agricultural workers*, in addition to the article on agricultural wages, the International Labour Office has prepared a report on the rural exodus in Czechoslovakia, in continuation of the report previously published on the rural exodus in Germany. A special study on agricultural labour problems in Japan is also in preparation.

On the subject of *maritime labour*, in addition to the information prepared for the Joint Maritime Commission, a special study has been made of the question of stability of employment for officers in the mercantile marine in the principal maritime countries, as well as of the problem of unemployment among seamen. The first of these was asked for by the Italian maritime organisations, and the second by the French Ministry for the Mercantile Marine. Research work into conditions of labour in inland and air navigation has also been continued.

On the subject of *native workers*, the Office is continuing its studies of the recruiting of such workers and their contracts of employment. Information is also being collected on the effects of the use of opium by workers in the Far East. Now that the publication concerning conditions of industrial labour in Japan is completed, a similar publication dealing with India is being prepared.

On the subject of *co-operative organisations*, a study dealing with statistics of all kinds relating to co-operative societies in all countries is being prepared.

JOINT MARITIME COMMISSION

The Joint Maritime Commission, which consists of representatives of shipowners' and seamen's organisations, held its Tenth Session in Paris at the Ministry of the Mercantile Marine, from 4 to 6 December, 1933. The meeting was presided over by Mr. Bramsnaes, Chairman of the Governing Body of the International Labour Office.

During this Session the Joint Maritime Commission took note of a report by the Director of the International Labour Office on the work of the Organisation in the field of maritime labour. Among other things, the report described the situation of the maritime transport industry during the present depression and the social effects of that situation. It also showed what progress had been made in the ratification of maritime Conventions, and how legislation for the protection of seamen had developed in various countries.

The Commission considered proposed studies by the International Labour Office on the conditions of employment of wireless operators in the mercantile marine, the question of criminal jurisdiction in cases of collision at sea, the question of the effects of the transfer of vessels from one flag to another on seamen's conditions of employment, the question of holidays with pay for maritime workers, etc.

The report of this meeting of the Joint Maritime Commission will be submitted to the Governing Body of the International Labour Office at its Session of January, 1934.

WAGES AND COST-OF-LIVING STATISTICS

The first Session of the new Committee of Statistical Experts was held at Geneva from 12 to 15 December, under the chairmanship of Mr. Huber (France). This Committee was appointed by the Governing Body at the request of the last International Conference of Labour Statisticians, in order to help the Office in its work of developing and publishing wages and cost-of-living statistics.

The Committee considered the following principal points: the best methods to be adopted in making international comparisons of the cost of food, of rents and of factors other than wages which may be considered as part of the worker's remuneration.

ORGANISATION OF PLACING ACTIVITIES

The International Labour Office has published an international survey of the organisation of placing activities.

This question is particularly important at a time when a great attack is being launched against unemployment. A well-organised placing service is essential to prevent posts remaining vacant while people capable of filling them remain out of work through ignorance of the possibilities of finding work. It is a *sine qua non* of the efficient working of insurance and assistance schemes which every country desirous of ensuring public order and social justice is now obliged to establish. It is equally necessary for the pursuit of an active policy of public works in order to mitigate the effects of the depression in private undertakings.

These important considerations, however, concern only one aspect of the problem of placing. The study published by the International Labour Office also deals with other aspects, and shows that to organise placing work is to organise the labour market, not as a mere palliative for the relief of unemployment, but as one of the cornerstones of a general economic organisation.

The increasing mechanisation of industry and the rapid changes in methods of production have brought about a considerable dislocation in the distribution of labour among industries and districts and very often workers have been compelled to change their trades.

In the United States, for example, as a result of the extensive use of machinery and other improved methods of cultivation, in the forty years between 1880 and 1920, the proportion of workers engaged in agriculture, forestry and fishing fell from approximately 50 per cent. to 27 per cent. (During the present depression, however, there has been a big movement back to the land.) On the other hand, the number of workers engaged in making automobiles and parts rose from 126,992 in 1914 to 447,403 in 1929. The study brings out a number of facts from different countries which, taken as a whole, indicate that, even under favourable economic conditions, a very small proportion of the workers who lose their jobs are fortunate enough to secure employment in the same occupations in which they were previously engaged.

A well-organised placing service is more than ever necessary for dealing with the problems raised by the increasing mobility of labour.

This study traces the first steps which have been taken towards achieving a proper placing service. It recalls that at one time placing work was in the hands of private agencies which carried on the work for profit. This practice of finding employment as a commercial enterprise was expressly denounced by the International Labour Conference as far back as 1919, and in 1933 the Conference adopted a Draft Convention providing for the abolition of fee-charging employment agencies conducted with a view to profit. Agencies of this kind are gradually disappearing altogether. Placing was next undertaken by both employers' and workers' associations. Then a joint system was adopted which, in turn, gave way to a public employment service. It is with this latter form that the present study deals. It covers the following questions: the general organisation of employment exchanges, specialisation by occupation and sex, occupational changes, labour clearing, international placing and statistics of the operation of employment exchanges.

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SIXTY-FIFTH SESSION OF THE GOVERNING BODY

The Sixty-fifth Session of the Governing Body was held at Geneva on 22–24 January, 1934, under the chairmanship of Mr. Bramsnaes (Denmark).

Several important decisions were taken. In the first place, the Governing Body decided to call a Special Maritime Session of the International Labour Conference in 1935, immediately after the ordinary annual Session, to undertake the second discussion of the questions which were considered for the first time at the Special Maritime Session of October, 1929, namely, the regulation of hours of work on board ship, the protection of seamen in case of sickness, the promotion of seamen's welfare in ports, and the minimum requirements of professional capacity in the case of officers in charge of the watch on board ship. The Special Maritime Session of 1935 will also consider the question of holidays with pay for seamen.

Secondly, the Governing Body decided to convene a tripartite meeting of the principal European coal-producing countries in order to facilitate the simultaneous and early ratification of the Convention.

Both these decisions are of the greatest importance for the two large categories of workers they affect, namely, seamen and miners.

As regards the 1934 Session of the International Labour Conference, the Governing Body decided to postpone the opening date of this session until 4 June. This decision was mainly dictated by consideration for the non-European countries which would otherwise have had special difficulty in obtaining the Office reports, particularly those concerning the forty-hour week, in good time.

The Governing Body also considered the position of observers sent to the International Labour Conference by States not Members of the Organisation. This question has arisen in recent years for Turkey and Mexico, before these countries entered the Organisation, and for Egypt, and took on fresh importance last year owing to the presence at the Conference of official observers from the United States. As American observers are again expected to attend this year's Conference and the same situation may well recur in respect of other countries later, it was considered advisable that the rights and duties of these observers should be defined in the Standing Orders of the Conference. The Governing Body therefore decided to recommend certain provisions to this effect for adoption by the Conference.

Under these provisions, observers appointed by non-Member States which have been invited to the Conference may attend the plenary Sessions and speak there with the President's permission, attend the meetings of the committees and speak there on being specially invited to do so by the Chairman.

Lastly, it should be noted that the Governing Body approved the appointment of ten new experts from the United States to membership of various technical committees. There can be no doubt of the value which the Office can derive from a wider use of the experience of industrial and social matters acquired in the United States.

* * *

A summary of the principal proceedings of the Governing Body is given below.

In opening the Session the Chairman paid a tribute to the memory of Professor Cantacuzène, former Rumanian Minister of Health and Labour, who had been a deputy member of the Governing Body since 1931.

When the roll-call was taken Mr. Mertens (workers' representative, Belgium) called special attention to the absence of Mr. Leuschner, German workers' representative. He repeated the protest of the workers' group against the fact that Mr. Leuschner had been prevented from performing the functions entrusted to him by the International Labour Conference.

The Chairman informed the Governing Body that Sir Atul Chatterjee had retired, and that Sir Bhupendra Nath Mitra was replacing him as Indian Government representative. He expressed regret at Sir Atul's departure, calling attention to the important part he had played in the International Labour Organisation, and welcomed his successor. He then expressed to the Government of India the unanimous sympathy of the Governing Body with that country in view of the catastrophes which had recently occurred there.

Hours of work in hotels, restaurants, places of amusement and hospitals.—The Governing Body approved the uniform plans established by the International Labour Office for the inquiries which Governments were asked to make by the Recommendations adopted by the International Labour Conference in 1930, concerning the regulation of hours of work in hotels, restaurants and similar establishments, theatres and other places of amusement, and establishments for the treatment or care of the sick, infirm, destitute or mentally unfit.

Hours of work in coal mines.—The Governing Body noted the information provided by the Governments of the principal coal-producing countries on the possibility of ratifying the Convention limiting hours of work in coal mines.

The workers' group supported the idea of summoning a tripartite conference of the seven countries most closely concerned, in order to find methods of overcoming the difficulties which prevent certain of these countries from ratifying the Convention.

The employers' group referred to its general objection to conferences of this sort.

The Belgian Government representative spoke in favour of the proposed Conference, while the French Government representative emphasised France's desire to further any action which would promote ratification of the Convention by the largest possible number of countries and in the shortest possible time. The British Government representative favoured the principle of calling a tripartite conference, provided the scope of its agenda was very wide, so that all the difficulties met with could be examined, and provided it was not limited to the seven countries mentioned, so that all countries interested in the question might take part.

It was finally decided to call a tripartite meeting to facilitate the simultaneous and early ratification of this Convention.

The seven States mentioned in the Article of the Convention which fixes the latter's entry into force, namely, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands and Poland, will be invited to this meeting.

The International Labour Office will submit to the meeting the correspondence already received on the difficulties experienced by certain Governments in connection with the ratification of the Convention of 1931. The date and place of the meeting and the relevant documents will be communicated to the other States Members of the Organisation, whose Governments may be represented at the meeting and express their views if they so desire.

Other questions.—The Governing Body noted the record of the meeting of the Advisory Committee on Professional Workers which was held in November, 1933, and also that of a meeting of the Committee of Statistical Experts held in December.

Special Maritime Session of the International Labour Conference in 1935.—It will be remembered that in October, 1929, a special Session of the International Labour Conference for the consideration of maritime questions undertook a first discussion of a number of problems concerning the employment of seamen, including the regulation of hours of work on board ship.

In order that a second discussion of these questions may be held as soon as possible, the Governing Body decided by 13 votes to 5 to call a Special Maritime Session of the International Labour Conference to take place not later than 1935.

It was decided by 13 votes to 8 that this Special Session should follow immediately on the ordinary General Session of the Conference. The Governing Body rejected by 13 votes to 6 a proposal to convene a tripartite preparatory meeting before the Maritime Session.

Holidays with pay.—The Governing Body decided by 12 votes to 7 that the question of holidays with pay, which had been placed on the Agenda of the ordinary Session of the 1925 Conference, should not include seamen. The question of holidays with pay for seamen was then placed on the agenda of the Special Maritime Session by 11 votes to 9.

It was also decided by 11 votes to 10 that agricultural workers should not be included when the question of holidays with pay, which is an item on the agenda of the General Session of the International Labour Conference in 1935, is discussed by that Session.

Observers at the International Labour Conference.—On the report of its Standing Orders Committee the Governing Body considered a number of questions of a legal nature concerning procedure at the International Labour Conference, in the committees, etc.

In particular it discussed the question of the observers who may be sent to the International Labour Conference by States not Members of the Organisation. The Governing Body decided to recommend the Conference to add to its Standing Orders provisions under which observers appointed by non-Members States which have been invited to the Conference may be present at the Conference and speak at the plenary sessions with the President's premission. They may also attend the meetings of the committees and speak there on being specially invited to do so by the Chairman.

Date of the 1934 *Session of the Conference.*—The Governing Body considered the report of the Director on the work of the Organisation since the last session.

It was decided that the opening of the next Session of the International Labour Conference, which had been fixed for 11 May, should be postponed until 4 June, 1934.

The Latin-American States and the Organisation.—In connection with a passage in the Director's Report which dealt with the discussions of the Pan-American Conference recently held at Montevideo concerning questions closely connected with the work of the Organisation, the Brazilian Government representative affirmed the attachment of his country and of all the Latin-American States to the International Labour Office.

Appointment of experts from the United States to the Technical Committees.—In order that the Office may make further use of the wide experience of industrial and social problems which is available in the United States, the Governing Body approved the appointment of ten experts from that country to membership of various technical committees, namely, the Committee of Statistical Experts, the Committee on Industrial Hygiene, the Committee on Accident Prevention, the Committee on Social Insurance and the Committee on Agricultural Work.

Withdrawal of Germany from the Organisation.—The Governing Body was informed of the resignation of Mr. Vogel, the German employers' representative, by reason of the withdrawal of Germany from the Organisation. Mr. Jouhaux stated that the letter in which the German Government announced its withdrawal had only arrived at the International Labour Office in October, 1933, after the closing of the preceding session of the Governing Body, and had not yet been the subject of any comment by the latter. Speaking as the workers' representative who had negotiated with the Supreme Council in 1919 for the admission of Germany to the International Labour Organisation, he pointed out that Germany had always enjoyed the same rights as any other Member of the Organisation since the beginning, and had never had any occasion to complain of having been placed in an inferior position.

The Governing Body decided that the Sixty-sixth Session should open in Geneva on 26 April, 1934.

PROHIBITION OF THE EMPLOYMENT OF WOMEN ON UNDERGROUND WORK IN MINES OF ALL KINDS

The International Labour Office has sent to the Governments of all the States Members of the Organisation a report on the prohibition of the employment of women on underground work in mines of all kinds.

This question is on the agenda of the 1934 Session of the International Labour Conference which will open at Geneva on 4 June.

The employment of women on underground work in mines is already prohibited by law in most mining countries, particularly in those in Europe; it has been prohibited in Great Britain since 1842, in France since 1874, in Luxemburg since 1876, and in Germany since 1878. In certain Oriental countries, however, the practice of employing women below ground in mines has persisted, although on an increasingly restricted scale.

For this reason the question was raised by the Japanese workers' delegate at the 1929 Session of the Conference, which adopted a resolution on it. A further resolution, on similar lines, was adopted in 1931 at the Session of the Conference which adopted the Draft Convention concerning hours of work in coal mines.

The report prepared by the International Labour Office for this year's Conference proposes that the Governments should be consulted, in accordance with the usual procedure of the Organisation, with a view to the total prohibition of the employment of women on underground work in mines of all kinds.

PERMANENT MIGRATION COMMITTEE

The Permanent Migration Committee met at the International Labour Office on 25 January, 1934, under the chairmanship of Mr. de Michelis (Italy).

The following were present at the Session:

Government representatives: Messrs. Picquenard (France), Bramsnaes (Denmark), Jurkiewicz (Poland), and Yoshisaka (Japan).

Employers' representatives: Messrs. Lecocq (Belgium), Lambert-Ribot (France), Marchesi (Italy), and Erulkar (India).

Workers' representatives: Messrs. Jouhaux (France), Schurch (Switzerland), Hayday (British Empire), and Zulawski (Poland).

Experts: Messrs. Emiliano Dussaq (Cuban), Albert Francois (Belgian), and Fritz Rager (Austrian).

The Committee dealt first of all with the recruiting and placing of migrant workers—a matter which has been dealt with in a number of national laws and in various bilateral agreements between States. The task of the Committee was to consider what procedure should be followed by the International Labour Organisation with a view to the adoption of International regulations on the subject.

The Committee unanimously adopted a resolution in which it expressed the opinion that it was desirable:

(1) to adopt further Conventions concerning the equality of treatment of foreign and national workers in the various aspects of labour protection, and

(2) to ask the Governing Body of the International Labour Office to place the question of the recruiting and placing of migrant workers on the agenda of the International Labour Conference.

The Committee then examined Mr. de Michelis's proposal concerning co-operation of the agents of production (land, labour and capital) which are not at present in use.

This proposal has been examined on various occasions by different bodies connected with the International Labour Organisation and the League of Nations, more particularly the Commission of Inquiry for European Union The aim, in brief, is to reduce unemployment by permitting a certain number of workers to settle on unexploited land, the economic development of which would be ensured by using the available credits for this purpose.

The Committee unanimously adopted a resolution inviting the International Labour Office:

(1) to continue its investigations into this question, bearing particularly in mind the results achieved; and

(2) to submit a general report based on monographs to the Permanent Migration Committee, which will then consider what proposals to make to the Governing Body.

THE COURSE OF AMERICAN RECOVERY

On his return from the United States, Mr. Harold Butler, Director of the International Labour Office, has written for the *International Labour Review* an article on the great effort to promote social and economic recovery that the Roosevelt Administration is now making.

Mr. Harold Butler says that the extent of the catastrophe which faced the United States last March may be seen by three circumstances: the breakdown of the banking system, the existence of some 14 million people out of work and the plight of the farmer. The new Government's programme must be examined in the light of this critical situation if it is to be reviewed and appraised correctly.

What results have been achieved? After an experience of seven months, during which some of the measures adopted have hardly begun to operate and others have not yet been fully tested, it is impossible to embark upon final judgments. It is not too soon, however, to hazard a first estimate of the progress made up to date, based though it must be on incomplete evidence.

In the first place it is clear that in the banking field an immense improvement has taken place. The general effect of the various measures which have been taken has undoubtedly been to restore in a considerable degree the faith in the banking system which had so completely vanished in March. They obviously implied its functioning for the time being under Government tutelage and supervision, but it had ceased to function in any other way.

By October it seems probable, on a cautious estimate, that between 3 million and 4 million persons had been re-employed since the Recovery programme was initiated in March, or about 25 per cent. of the total number of unemployed.

Between March and July the index of factory pay-rolls increased from 37 to 50. In manufacturing industry it rose by nearly eight points between July and September, in anthracite and bituminous mining by 22·5 and 10·5 points respectively; in power, light and water undertakings by 1·8 points, and in retail trade by 11·1 points.

The Director of the International Labour Office recalls that as soon as the National Industrial Recovery Act came into force, its application was pressed with great energy by the Government, aided by a great deal of goodwill from many of the industries. He deals particularly with the experience of two important industries—steel and cotton textiles.

In the former, after a substantial improvement in the spring, between June and September the volume of business had declined by 10 per cent. In spite of this decline of business the number of employees increased by approximately 73,000, or 22 per cent. The total wages paid increased by approximately 6,500,000 dollars per month, or 21 per cent. The average hours per employee per week decreased from 39·2 hours to 32·8 hours.

In the cotton industry there had long been an excess of capacity, with poor prices and low wages as a result. The basic provision of the Code was the limitation of machine-hours to 80 per week and of working hours of the individual worker to 40 per week. The Code has further resulted in abolishing child labour under sixteen. At the end of August the number of persons on the mill pay-rolls had increased by 140,000, or 40 per cent., as compared with the first week in March. The average remuneration of seven occupational groups increased from 34·9 cents per hour in 1932 to 43·9 cents per hour in August, 1933, a rise of 25 per cent. As for production, it had attained a figure of 100,479,000 yards at the peak in June. With the collapse of the short-lived boom output fell to 57,471,000 yards in September, a slightly higher figure than in September, 1930. The wholesale price index of cotton goods rose from 50·0 in March to 80·2 in July, and stood at 91·3 in September. There is no doubt that the Code has already conferred considerable benefit on both employers and workers.

In addition to this shoring up and reshaping of the banking and industrial structure, the Government is straining every nerve to reinforce purchasing power. The whole programme of recovery and reconstruction as it at present stands depends upon business activity taking an upward turn. To promote a revival of activity the Government has had recourse to a multiplicity of measures, all tending directly or indirectly to reinforce purchasing power. Among the most important of these are the huge programme of public works, the increase of unemployment relief, and the reduction of indebtedness.

Congress voted a sum of 3,300,000,000 dollars for public works, but inevitable delays have occurred in preparing the programme, which often involves complicated negotiations with State and municipal authorities. Nevertheless, Mr. Ickes, Secretary of the Interior, has announced that the total of those directly and indirectly employed on 25 November on the public works programme exceeded 1,462,000, not including some 347,000 employed under the Civilian Conservation Corps which is financed by the Public Works Administration. As 86 per cent. of the funds voted by Congress have now been allocated, a further substantial increase in the numbers engaged on public works may be anticipated by the end of the winter.

In his article, Mr. Harold Butler gives a brief survey of the measures taken to rehabilitate the farming population, which constitutes so large a proportion of the purchasing public of the United States.

In the wheat-growing areas farmers representing 80 per cent. of the total wheat acreage have agreed to reduce their sowing by not less than 20 per cent. during 1934 and 1935. Benefit payments totalling 100,000,000 dollars will eventually be paid to them on this account. In the South, more than 10 million acres of cotton have been taken out of production. Producers of corn, hogs, tobacco and rice, dairy farmers and the raisers of fruit crops have likewise been assisted along similar lines. Furthermore, in addition to the benefits on account of restriction of production, farmers have been granted loans on their stocks in hand, with the double objective of enabling them to hold their products for better prices and to give an immediate impulsion to farmer buying.

After surveying the financial, industrial and agricultural problems which have confronted the United States Government, and sketching the remedies which have been applied by the Roosevelt Administration, the Director of the International Labour Office expresses the view that it is impossible to believe that without that programme the United States could either have avoided a much greater catastrophe or have achieved the measure of recuperation which has already taken place.

A series of complicated and perplexing problems remain to be solved in every field of economic and financial policy, and no one can make any confident prediction of the future. This massive increase in purchasing power has not yet had time to come into full effect. Only a relatively small proportion of it has so far actually found its way into the hands of potential buyers. Furthermore, such purchasing power as does become available is still necessarily used in large part to pay off debts, and so loses much of its efficacy. The considerable volume of deposits still unavailable in closed banks is a further check upon buying. The low level of investment activity and the sluggish progress of the capital-goods industries are yet other handicaps to business revival.

Lastly, there is the great problem of the stabilisation of the currency.

It could not be expected that the path to a new era of prosperity could be finally cleared within a few brief months.

No impartial observer, however, can resist the conclusion that in the course of 1933 considerable strides towards recovery have undoubtedly been made, and that the prospects for the New Year are incomparably brighter than those with which the United States faced the fateful months of 1933.

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1934. No. 2 FEBRUARY

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THE UNITED STATES AND THE INTERNATIONAL LABOUR ORGANISATION

In its report to the United States Secretary of Labour the delegation of official observers appointed by President Roosevelt to attend the 1933 Session of the International Labour Conference strongly recommended that the United States affiliate with the International Labour Organisation.

The delegation was headed by Miss Mary Anderson, Director of the Women's Bureau, United States Department of Labour. The other members were Mr. Edwin S. Smith, Commissioner of Labour of Massachusetts; Mr. Wm. H. Stead, Secretary of the Employment Stabilisation Research Institute, University of Minnesota, and Mr. Hugh Frayne, General Organiser of the American Federation of Labour.

This report, published in the *Monthly Labour Review* of the Department of Labour, was signed unanimously by the delegation, which refers to the general feeling of cordiality and goodwill that it experienced and to the right given to the members from the outset to participate in the plenary sessions and in committees.

It notes the significance attached to the discussion of the resolution for submission to the London Monetary and Economic Conference, and of the Report of the Director of the International Labour Office, and states that the Conference showed great interest in the National Industrial Recovery Act, which was adopted by Congress at the time when the United States observers were in Geneva.

In reporting the discussions on the forty-hour week, the delegation observes that it felt " very keenly that the inability of the United States delegation to participate directly in this discussion and in voting had much bearing on the results."

In recording their impression of the Committee which examined the reports submitted by Governments on the application of International Labour Conventions ratified by them, the members of the delegation remark that on the whole its " policing " work is effectively and frankly done and that it offers an example of effective international co-operation.

Dealing with the question of unemployment insurance, the observers point out that the questionnaire submitted to Governments is very detailed, and that in drafting it the Conference was able to benefit by the considerable experience already gained in this field. The questionnaire does not mention, however, the various American proposals for using an unemployment compensation scheme to reduce unemployment by the device of varying the employer's contribution with his experience record in maintaining employment. " If the United States had been a formal participating member of the International Labour Conference, these proposals . . . would presumably have received consideration."

The report concludes by stating that the United States delegates felt that it was very important to have attended the International Labour Conference as official observers and to have participated in the discussions.

" The delegation would unhesitatingly recommend that the United States affiliate with the International Labour Office so as to be in a position to be in full collaboration with the other fifty-eight countries that comprise this Organisation."

The delegates observe that the economic and social questions that come before the Conference are interwoven with similar questions in the United States.

" Social insurance, that has had its place in the statute books in the countries of Europe, South America and the East, we in the United States are just beginning to consider. We want to know their experience and profit by it, and no better opportunity is afforded along that line than participation in conferences of the International Labour Office. In view of the competition among countries—due to inequalities in wages and hours worked—the attention that will be given by future conferences to such economic questions as the shorter working day and the raising of wages and purchasing power will be of particular interest to the United States, and in our opinion the United States cannot afford to be in a position of less than full equality in such collaboration."

The delegation adds that there is no doubt that the International Labour Organisation "has been a very great factor in raising the standards of employment the world over."

"We think that it is not too much to say that improved working standards and social legislation could not have had such impetus without the collaboration of countries in the conferences assembled. We feel, too, that in another year the United States will have much to contribute to such a conference. It is important to dispel the thought of at least some members of the Conference who say that nothing can be done because the United States, the largest industrial country in the world, does not do its share in collaboration, and that the legal industrial standards in the United States are far below those of other countries.

"We strongly recommend, therefore, that the United States Government affiliate with the International Labour Organisation at the earliest possible opportunity, and that in the meantime the Government send a delegation to the next Conference in May, 1934, having in mind nomination upon such delegation of two Government members, an employers' spokesman and a representative of the organised workers."

PARTIAL REVISION OF THE CONVENTION CONCERNING EMPLOYMENT OF WOMEN DURING THE NIGHT

The International Labour Office has submitted to the Governments of all the States Members a report on the partial revision of the 1919 Convention concerning employment of women during the night, a question which is on the Agenda of the next Session of the International Labour Conference opening in Geneva on 4 June.

This will not be the first occasion on which this question has come before the Conference. Proposals for revision of the Convention were considered by the Fifteenth Session in 1931, but failed by a narrow margin to obtain the two-thirds majority necessary for the adoption of a new Convention. Consideration of the question at that time was complicated by doubts as to whether it was correct to interpret the Convention as applying to women who hold positions of supervision or management and are not ordinarily engaged in manual work. In November, 1932, the Permanent Court of International Justice gave an advisory opinion to the effect that the Convention does apply to women holding such positions. The way was thus made clear for a fresh consideration of the question of revision of the Convention, and this will be the task of the forthcoming Session of the Conference.

In compliance with the Standing Orders, the International Labour Office has prepared draft amendments for submission to the Conference as a basis for its discussions.

The first of these drafts would insert a new Article in the Convention under which it would not apply to persons "holding responsible positions of management who are not ordinarily engaged in manual work."

The second draft amendment would make it possible to shift the interval between 10 o'clock in the evening and 5 o'clock in the morning, which under the Convention must be included in the period of at least eleven consecutive hours when the employment of women is prohibited. It proposes that the competent authorities may, where there are exceptional circumstances affecting the workers in a particular industry or area and after consultation with the employers' and workers' organisations concerned, decide that for those workers the interval between 11 o'clock in the evening and 10 o'clock in the morning shall be substituted for the interval between 10 o'clock in the evening and 5 o'clock in the morning.

THE QUESTION OF PUBLIC WORKS

The International Labour Office has submitted to the Governments of all the States Members the text of the resolution which was adopted by its Governing Body at the Sixty-fourth Session after consideration of the report of the representatives of the International Labour Organisation at the London Monetary and Economic Conference. This report drew the special attention of the Governing Body to the discussion that took place at the London Conference on the question of public works.

The discussion of the report by the Governing Body terminated in the adoption of the following resolution:

"The Governing Body of the International Labour Office;

"Considering that the persistence of the unemployment crisis is increasingly seriously affecting the workers throughout the world;

"Considering that, as a result of the resolution which the International Labour Conference sent to it during the early days of the Seventeenth Session, the World Monetary and Economic Conference instituted discussions in its Economic Committee which once more showed the importance that public works, both national and international, present from the point of view of the alleviation of unemployment;

"Considering that the Bureau of the World Monetary and Economic Conference decided, on the proposal of its Economic Committee, to set up a Sub-Committee to study the question of public works and other means of alleviating unemployment;

"Urgently appeals to all Governments to institute schemes without delay or to continue without interruption the execution on their own territory, national or colonial, of schemes of public works calculated to give a fresh impulse to economic activity and to reduce the numbers of the unemployed;

"Expresses the hope that the Sub-Committee, which the Bureau of the World Monetary and Economic Conference decided to set up to study the question of public works and other means of alleviating unemployment, may be appointed and convened as early as possible, with the agenda fixed by the Conference itself."

The International Labour Office draws the special attention of the Governments to the penultimate paragraph of the resolution.

It further informs them that a report is being prepared for the forthcoming Session of the International Labour Conference which deals with the public works in progress or proposed in the various countries, and the methods of preparing and carrying out public works schemes. This report will be submitted to the Governments in proof. Before final publication it will be completed on the basis of the supplementary observations and information communicated to the Office, in particular those relating to any action taken in response to the appeal contained in the Governing Body's resolution.

AN INTERNATIONAL SURVEY OF SOCIAL SERVICES

The International Labour Office has published an important study on social services in the following countries: Australia, Belgium, Bulgaria, Canada, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Hungary, India, Irish Free State, Italy, Japan, Luxemburg, Netherlands, Poland, Rumania, Spain, Sweden, Switzerland, Union of South Africa, Yugoslavia.

This volume is the outcome of an investigation undertaken by the International Labour Office at the suggestion of the British Government. In April, 1926, the British Ministry of Labour requested the Office to make an extensive inquiry into the cost of social services in a number of countries. For the carrying out of the work a special "Committee on Social Charges" was set up. The preparation of the present volume entailed the collection of an immense amount of material and necessitated the analysis of over 400 schemes. The information given goes up to the year 1930 and is presented in a series of descriptions of the position in various countries, drawn up on a uniform plan.

For each country the description is divided into six parts: statistics of population, with classification of workers by occupational groups and industrial status, social insurance, social assistance, housing, family allowances and holidays with pay.

For each social service there is given, first, a short summary of the legal provisions, and secondly, statistics of its working. Thus the statistics of social insurance schemes comprise the number of insured persons, the income and expenditure, and the balance sheet.

This mine of information should prove of much utility to all organisations and individuals seeking a general view of the extent and operation of the social services in a large number of countries.

THE WORLD CRISIS HAS DIMINISHED AND REVERSED THE DIRECTION OF MIGRATION

Research by the International Labour Office into migration movements has revealed an important new fact. It is that, with the coming of the present depression, migration first diminished and then reversed its direction so that the number of migrants returning to their countries of origin became larger than the number of emigrants going out to new countries.

In connection with *continental* migration the situation in various countries is as follows:

France.—In this very important immigration country, in the years 1927–1932, the total number of workers introduced from other European countries, under the supervision of the Ministries of Labour and Agriculture, was as follows: 64,000 in 1927; 98,000 in 1928; 179,000 in 1929, and 222,000 in 1930. The figures dropped to 102,000 in 1931 and 70,000 in 1932.

The number of returning migrants for the years 1927–1932 was as follows: 90,000 in 1927; 54,000 in 1928; 39,000 in 1929; 44,000 in 1930; 93,000 in 1931, and 109,000 in 1932.

These figures show that the excess of immigrants of 178,000 in 1930 became an excess of emigrants of 39,000 in 1932.

Belgium.—Here alien immigration has fluctuated violently. It rose from 30,000 in 1927 to 45,000 in 1929 and 1930, and fell to 15,000 in 1932.

Germany.—There was a considerable seasonal immigration into Germany of labourers for agricultural work, but this movement was stopped by the German Government early in 1932. The number of immigrants had already shown a steady decline as a result of administrative methods in Germany from 136,000 in 1928 to 50,000 in 1931.

Great Britain and Northern Ireland.—The number of immigrants holding Ministry of Labour permits rose steadily from 7,000 in 1927 to 14,000 in 1931, then fell to 12,000 in 1932.

Italy.—In this formerly very important emigration country, the number of emigrants rose from 79,000 in 1928 to 88,000 in 1929 and 221,000 in 1930; then fell to 125,000 in 1931 and 58,000 in 1932. The number of *returning migrants* was 49,000 in 1928; 65,000 in 1929; 82,000 in 1930; 64,000 in 1931, and 40,000 in 1932.

Poland.—In the years 1927, 1928, 1929 and 1930 the number of emigrants was respectively greater than those of returning migrants by 16,000, 9,000, 80,000 and 79,000. However, in the years 1931 and 1932 the number of *returning migrants* was the greater by 16,000 and 20,000 respectively.

The figures for *oversea* migration show the same proportion.

United States.—Here the *net* immigration, which was 108,000 in 1927 and 132,000 in 1929, became a net emigration of 24,000 in 1931 and 47,000 in 1932.

Mexico.—A similar condition is revealed by Mexican figures. Here a net immigration of 2,700 in 1928 (nationals and aliens), became a net emigration of 2,300 in 1932 (aliens only).

Argentina.—In Argentina the number of second and third class passengers arriving in 1927 was 162,000; in 1928, 129,000, and in 1929, 140,000. These figures dropped to only 37,000 in 1932. On the other hand, the outward movement from Argentina had increased from 54,000 in 1928 to 67,000 in 1930, and then fell to 49,000 in 1932. In the latter year, for the first time for many years, there was an outward balance amounting to 11,600 passengers.

Brazil.—The number of second and third class passengers arriving in Brazil in 1927 was 97,000; in 1928, 77,000; in 1929, 95,000; and in 1931, 26,000. The outward movement in 1928 was 40,000, leaving an inward balance of 37,000, since when statistics of that movement are lacking.

Australia.—Here a net immigration of 49,100 in 1927 fell to 9,800 in 1929, and became a net emigration of 10,200 in 1930; 12,400 in 1931, and 4,800 in 1932.

New Zealand.—There was a net immigration of 7,200 in 1927, which fell to 544 in 1931 and became a net emigration of 1,400 in 1932.

When the situation in *emigration countries* is examined it is found to resemble that in immigration countries. Oversea emigration has declined, and the number of returning migrants has increased, to such an extent that the result has been a net inward balance in practically every country. This is particularly the case in connection with Great Britain, the Irish Free State, Germany, Italy, Spain, etc. The principal exception is Poland, oversea emigration from that country having exceeded immigration in every year down to 1932.

Such a reversal of the stream of migration is not without precedent, as it has occurred in isolated cases in previous depressions; but never in history has such a reversal been so universal or lasted for such a long period.

It should be noted that according to the most recent statistics received by the International Labour Office there are some signs that the economic situation is improving in different parts of the world, and there are even signs in the migration figures themselves of a return to more normal conditions.

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EIGHTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eighteenth Session of the International Labour Conference, which is to open at Geneva on 4 June, is likely to be of special interest in view of the number and importance of the questions it will have to consider.

Three of these questions are intimately connected with the problems which the persistence of an economic depression of unprecedented severity has created throughout the world.

The first is the question of the 40-hour week, considered as a means of diminishing unemployment by reducing individual hours of work and at the same time of extending to the workers the benefits of technical progress, which leads to a constantly increasing industrial output. The Conference will be called upon to consider and take decisions on a Draft Convention and Recommendation on this subject.

Secondly, the Conference will deal with the problem of unemployment insurance and various forms of relief to the unemployed. This question, too, is now ripe for a final decision, and a Draft Convention and Recommendation will be submitted.

Thirdly, there is the question of large-scale public works, the execution of which would provide immediate employment for a great many unemployed workers and would revive general economic activity by bringing stagnant capital into circulation. On this point no Draft Convention or Recommendation will be submitted to the Conference this year, but a report prepared by the International Labour Office will provide the necessary basis for a discussion enabling the experiments already made in this field by various countries to be compared.

The economic depression itself, in general and under its various aspects—social, economic, commercial, financial, monetary and political—will naturally form the central theme of the general discussion which is held each year on the Director's Report.

A number of other questions of narrower scope but of undoubted interest are also on the agenda.

Thus, the Conference will discuss the possibility of extending to further categories of workers the benefits of the 1925 Convention, guaranteeing to the victims of occupational diseases compensation equivalent to that due in case of industrial accident. In particular, it is proposed to add silicosis, a disease which constitutes a grave danger to miners and stone-workers, to the list of diseases for which compensation is due.

The question of the prohibition of women's employment underground in all mines will be discussed for the first time at this Session, with a view to the taking of a decision in 1935.

A first discussion will also be held on the possibility of instituting international regulations to enable workers transferring their residence from one country to another to maintain their social insurance rights.

The question of the weekly rest in automatic sheet-glass works, on the other hand, is ripe for the adoption of a Convention this year, and the Conference will also be called upon to revise on points of detail, without altering its fundamental principles, the 1919 Convention prohibiting the night work of women in industry.

Finally, the Conference will have to elect the new Governing Body of the International Labour Office, which will hold office for a term of three years.

REPORT OF THE DIRECTOR

In his Report to the Eighteenth Session of the International Labour Conference the Director of the International Labour Office, Mr. Harold Butler, deals in the first place with the principal features of the course of the economic depression during the past year. He analyses the various indices from which conclusions as to the main tendencies can be drawn, such as the indices of production, prices, trade, etc. He stresses the importance, often decisive, of the monetary policy of the different countries, and in this connection sets out the essential data of the serious problem created almost everywhere by the rapid industrial and commercial expansion of Japan.

The Director then reviews the social consequences of the economic situation, dealing in turn with unemployment, social insurance, wages, hours of work, and migration.

He records the efforts made in most countries to bring about an industrial recovery. In certain countries which have been particularly hard hit by the depression there have been profound changes, followed by new experiments in social structure, which, though very dissimilar in kind, have this feature in common that they all alike have abandoned classical economic principles.

Four of the world's chief industrial States (Germany, Italy, United States, U.S.S.R.), containing some four hundred million people and responsible for 64 per cent. of the world's industrial production, have abjured to a considerable extent the principles which have hitherto guided the economic policies of all countries. By different constitutional means, each of them has moved definitely in the direction of a planned economy, in substitution for the system of economic liberalism based on the doctrine of self-regulation or *laissez faire.*

Mr. Butler writes :

> " This is not the place to inquire whether that is a matter for rejoicing or misgiving. It would, however, be foolish to ignore it as a fact or to remain blind to the momentous consequences, both social and economic, which may be expected to ensue from it. Whatever the future may have in store, it is already evident that the present crisis has far outrun its periodical predecessors in the magnitude of the disturbances that it has set in motion. These disturbances have already made their impact felt on the life of the International Labour Organisation. If its future course is to be charted with a proper discernment of the currents which will beset it, it is necessary to consider what have already been the effects of these new conceptions in social policy and what are likely to be their effects if they develop still further in the years to come."

It is in this framework, determined by actual events, that Mr. Butler presents a rapid picture of the activities of the International Labour Organisation in 1933. He considers in turn the establishment of closer relations with the United States, the withdrawal of Germany from the Organisation, the progress of ratifications of the international labour Conventions, the development of social legislation in the countries of Latin America, etc. He summarises the principal work done by the International Labour Office, and mentions the action of the representatives of the Organisation at the London Conference. He finds it impossible to avoid the reflection that if this Conference could have taken vigorous action even on some of the proposals submitted to it by the International Labour Conference, the world would probably have made a more decisive advance towards recovery. Besides, it must be recognised that there appears to be no reason to suppose that genuine recovery can be achieved otherwise than by measures of international co-operation of the kind expected of the London Conference.

The following particulars are drawn from the principal chapters of the Report.

UNEMPLOYMENT

After noting that in the course of the past year a certain number of the unemployed have been reabsorbed in industry, and in many countries better arrangements have been made for alleviating the distress of those who are still unable to obtain employment, Mr. Butler adds :

> " The situation nevertheless remains sufficiently serious to make it imperative to avoid being lulled into a false sense of optimism. When every allowance is made for the progress so far achieved, there are still huge armies of men and women out of work. In the three largest industrial countries alone there are more than 15 millions —more than 2 millions in Great Britain, about 3½ millions in Germany and some 10 millions in the United States, while the number of those who have been out of work for long periods and whose distress is greatest has almost certainly increased.
>
> Moreover, a comparison between the growth of production and the growth of employment indicates in several countries that the reabsorption of the unemployed is not taking place as rapidly as the restoration of normal output. If this disparity continues, the consequence will be that even when industry has recovered its normal level, there will still be large numbers of workers unable to find employment. As was suggested in last year's Report, the process of technical improvement has not been arrested by the crisis. On the contrary, the incentive to reduce costs by introducing economies of labour wherever possible has been accentuated by the difficulties in which every manufacturer has found himself. It may therefore be expected that in many countries it will be possible to produce, say, the same quantities as in 1928 by employing a considerably smaller labour force. Even where a growing population and a rising standard of living involve an increase of production, it still remains probable that the general volume of unemployment will be larger than it was in that year. It seems unlikely that the demand for labour will have expanded sufficiently fast to counterbalance the effects of labour-saving technique and the increase in the working population.
>
> The fact therefore that there has been some reduction in unemployment cannot be taken as suggesting that any great advance has been made towards eradicating the evil or that the breaking up of the ' hard core ' of unemployment is in sight. Owing to the overwhelming dimensions of the unemployment caused by the general breakdown of economic equilibrium, less attention has perhaps been paid during recent months to its technological aspect. This aspect, however, remains as important, difficult and elusive as ever."

The Director concludes that the search for some technique of change which will allow of minimising the hardships caused by the introduction of new mechanical processes must be unremittingly pursued. This can hardly be found unless economic developments are to some extent guided and restrained by social production.

The Director's Report gives also certain impressive figures as to the national expenditure entailed by the relief of the unemployed.

In Belgium, ordinary and emergency benefit cost in 1932 about 1,000 million Belgian francs, practically all of which was met by the public authorities.

In Czechoslovakia, the benefits paid to the unemployed amounted to 560 million crowns in 1932, of which about 117 million crowns were paid by the trade unions and the remainder by the State.

In Germany, the sums spent in 1932 on insurance benefit, emergency relief and local public assistance amounted altogether to about 3,000 million RM.

In Great Britain, the disbursements of the Unemployment Fund were reduced from £120,000,000 in 1932 to £107,000,000 in 1933, while in addition it was decided to repay £4,000,000 of the standing debt of the Fund.

In Switzerland, insurance benefits and emergency relief payments had amounted to 37·9 million francs in 1931. In 1932 they amounted to 65 million francs, of which 53 millions were contributed by the public authorities.

In the United States, the extension of the crisis made it clear that private charity could not cope with the distress caused by the depression. In 1930 and 1931 the proportion of the relief expenditure covered by private contributions was only 29 per cent. In 1932, out of some 500 million dollars spent in assisting the unemployed, 82 per cent. came from public sources.

When President Roosevelt secured the passage of the Federal Emergency Relief Act, thus completely brushing aside the old-time opposition to Federal assistance to the unemployed, it was estimated that some 4 million families, representing 18 million persons, were in need of relief from public funds, or nearly one-sixth of the whole population of the United States. During the first nine months of 1933 the total obligations incurred for relief from public funds amounted to 600 million dollars, of which 62·1 per cent. was contributed by the Federal Government.

The Depression and Wages

Mr. Butler notes that during 1932 the downward tendency of wages continued almost everywhere, but from the beginning of 1933 onward in some countries its velocity began to slacken, while in others it was arrested altogether. "In other words, there are signs that the deflatory movement is coming to an end, while in the United States a rapid expansion began in the spring" in consequence of the measures adopted by the Roosevelt Government.

Mr. Butler adds that the reliance on wage reductions as the sovereign remedy for unemployment has certainly been rudely shaken by the experience of the present depression. Though it is never possible to isolate the wages factor from the many other factors which influence the flow of business, there is evidence to show that wage-cutting, so far from being a stimulant to employment, may possibly have worked in the opposite sense. In support of this contention Mr. Butler cites data relating to the United States, Great Britain, Germany, and Australia.

He points out that there is only one instance in which a deliberate attempt has been made to increase wage rates and payrolls in order to stimulate industry and to reduce unemployment. In the United States the Government adopted this policy as a basic element in its programme of economic reconstruction.

> "In fact, the wages factor is now being realised as one of the essential elements in the problem of consumption, which in its turn is being recognised as the central problem to be solved before stability of business and security of employment can be ensured. The problem of production has indeed been abundantly solved. It is now generally agreed that the present depression is the offspring, not of scarcity, but of wealth in quantities which are at present beyond our powers of assimilation. Hence the efforts which are being made to curtail production both in agriculture and industry by restrictive agreements, by cartels, national and international, by prohibiting the erection of new plant and machinery and by other similar measures designed to rescue the world from its acute attack of indigestion. These measures might seem reasonable enough if society was patently suffering from a surfeit of wealth and luxury. They appear totally incapable of any rational explanation at a time when poverty and privation are flaunting their ragged banners everywhere. The real problem which 'planning' has to solve is not the problem of restriction, but the problem of expansion. It has to find the formula which will ensure that purchasing power keeps pace with the boundless possibilities of production, the formula of plenty which will defeat the despairing belief that the world is going back to mediæval conditions of living at the very time when it has reached the zenith of its scientific knowledge and productive power. Happily the true nature of the problem is now being more generally understood; and, once understood, it is well within the bounds of human ingenuity to discover the true solution, as long as human perversity does not hamstring the international effort which is indispensable to its application."

The Depression and Social Insurance

One of the most ominous results of the crisis noted in 1932 was its effects on social insurance. The want of funds, due both to the widespread unemployment among the insured population and to the shrinking resources of public authorities, was undermining the insurance systems. The number of insured persons had fallen off considerably and pensions and benefits had been reduced.

It is fortunately possible to give a rather more reassuring picture for the year 1933. Although in some countries financial resources continued to dwindle and the rights of the insured were still further restricted, there are nevertheless distinct signs of an improvement to be noted in different directions. For the first time since the collapse in 1929, registers in some countries are beginning to show an increased membership and a larger revenue. This appears from the passage of the Director's Report dealing with social insurance.

The Report also notes that the extension of insurance legislation has made progress, for example, in Brazil, Denmark, France, India, the Irish Free State, Italy, Luxemburg, Poland, Rumania and the United States. On the other hand, insurance benefits have been curtailed or abolished in a number of other countries, among which may be mentioned Austria, Germany and Hungary.

> "In spite, however, of any difficulties of the moment, there is no weakening in the belief in social insurance as the most effective method of raising the general standard of health and civilisation in a community. Nor is there any reason to suppose that as better times return the systems which have been weakened owing to the financial exigencies of the crisis will not be restored to their former efficiency. Indeed, it may reasonably be hoped that during the coming year the period of restrictions and compressions will have been brought to an end and that a new phase of consolidation and extension will take its place."

PRACTICAL EXPERIENCE OF THE REDUCTION OF HOURS OF WORK

Without going into the fundamental aspects of the problem of the 40-hour week, which is an item on the agenda of the Conference, the Director notes that during the year practical experience of the systematic reduction of hours of work has very considerably increased. Reduction of hours of work, embodying in many cases the principles of the 40-hour week, have been put into actual operation in a certain number of countries, either by legislative or administrative action, by collective agreements, or as a result of voluntary decisions of individual employers.

The most important development is clearly the general reduction of hours in the United States under the codes adopted in virtue of the National Recovery Act. It may be said that in practice the bulk of the American workers were working a 40-hour week or less at the end of the year.

The movement towards shorter hours has made considerable headway in other countries besides the United States. In Australia, for instance, the Queensland Industrial Arbitration Act directs the Industrial Court to include in every award made by it provisions for a maximum 44-hour week. In Canada, a Provincial Act of the Province of Quebec authorises the reduction of hours by Order-in-Council in any branch of industry which is not subject to competition from any other provinces or countries. As a result, the 40-hour week has been applied in the building industry, as well as in works paid for or subsidised by the Provincial Government or local authorities.

In Germany, though no legislation has been adopted providing for shorter hours, the 40-hour week is in practice being applied in particular industries or particular districts.

In Great Britain, no legislation or general collective agreement has hitherto been made on the subject, but a number of individual firms have introduced the shorter working week.

Further extensions of the 8-hour day and the 48-hour week have also taken place in a number of countries, as in Italy, where a new Act was promulgated in March, 1933, enabling Italy to withdraw the conditions attached to her ratification of the Washington Convention; in France, where a number of Decrees have been issued extending regulations made under the Hours of Work Act of 1919 to a series of ancillary occupations; in Bulgaria and Panama, where the 8-hour day has been extended to commercial establishments. The Washington Hours Convention has also been ratified during the past year by Argentina, Colombia, the Dominican Republic and Uruguay.

The Director also mentions the movement to reduce effective working hours and extend employment through the abolition or reduction of overtime. Action on these lines has been taken in Belgium, France, British Columbia (Canada), Czechoslovakia, Latvia, the Netherlands, Switzerland, etc.

PLANNED ECONOMY

The Report shows that on all sides concerted action is being taken to influence the course of the crisis, and that this is one of the principal economic and social features of the past year. The Director considers that this growth of deliberate interference with the operation of economic forces is bound to have extensive consequences. He reviews the various experiments in social structure made in different countries, from simple forms of labour legislation and wage-fixing machinery—as in Australia and New Zealand—to profound reorganisation covering the whole of public life—as in the U.S.S.R., Italy, the United States and Germany. It would in fact be easy to prolong the list of countries which are beginning to plan their industrial development on national lines, including some predominantly agricultural countries such as Turkey, Siam, India and China. The Report continues on this point as follows:—

> "In all of them the same attempt is being made to find some intermediate form combining the virtues of free enterprise and of collective organisation. Even in countries where no definite plans have yet been formulated, projects for modifying the existing system are being actively canvassed. A transition towards new forms of economic structure seems to be under way, but it is not yet far enough advanced to make any prophecy as to its character or results profitable at present.
>
> From the experiments already made, however, one further inference of some importance may be drawn, namely, that planned economy and an organised industrial system do not necessarily require a special type of political constitution for their realisation. Every piece of legislation under whatever form of Government involves some interference with individual liberty in the general interest, but, as innumerable instances have proved in the past, such interference can be introduced by consent as well as by compulsion. As has already been shown in the cases of Australia, Great Britain and the United States, very far-reaching measures have been taken for directing and organising the economic life of the community by democratic Governments and by the use of democratic procedures. These instances encourage the belief that the necessary degree of order and public control can

be achieved by means of free discussion and agreement as effectively as by other methods. It may be that a prolonged political education is required before democracy becomes capable of imposing the self-discipline required, but past history, both of war and peace, affords ample proof that free institutions are not incompatible with clear policy or strong executive action."

JAPANESE COMPETITION

Mr. Butler draws special attention to the influence of monetary factors on the economic situation of the different countries. Thus in his opinion the tremendous increase in Japanese industrial production and the startling expansion of Japanese export trade, which has provoked such widespread controversy, seem mainly due to the monetary policy pursued by Japan after leaving the gold standard.

The financial measures taken by Japan have on the one hand had a stimulating effect on the internal market, while on the other hand the continued fall in the external value of the yen has given Japanese products an undoubted advantage. Japanese currency has been reduced to about half its previous value in relation to sterling and the dollar, although both of these were considerably depreciated. In relation to gold parity, the value of the yen has declined by more than 60 per cent.

> " In the light of these figures it is not surprising that Japanese industry, starting with the initial advantage of low labour costs, equipped as it is with the most up-to-date machinery and organised on modern lines, became a most formidable competitor in the world's markets. Its exports, which stood at 1,179 million yen for 1931, rose by leaps and bounds, until they had been nearly doubled at a figure of 1,932 millions for 1933. During the same period imports rose in about the same proportion from 1,319 millions in 1931 to 2,017 millions in 1933. Such a remarkable advance cannot have been due to a sudden expansion of Japanese productive capacity. Factories cannot be built and expert organisation cannot be improvised in a few months. Nor was it due to any drastic deterioration of wages or labour conditions. No doubt an intensive selling campaign abroad was very efficiently organised, but the principal factor, which transformed the whole character of Japanese competition, was evidently the depreciation of the currency, which reduced its overhead and labour costs in proportions varying approximately from one-half to two-thirds in relation to its principal competitors."

Some support for this conclusion may be found in the comparison of wages for Japan and various European countries. Comparative statistics of hourly earnings do not take account of social charges, of the relative productivity of the workers, or of the proportion represented by wages in the total cost of production, all of which elements enter into the determination of comparative labour costs. But these elements have presumably not varied sufficiently in the last two years to disturb the balance of competitive power between Japan and the rest of the world. On the other hand, adds Mr. Butler, the comparative reduction of Japanese wages in terms of other currencies is so considerable as to give a decisive advantage to Japanese industry in the international market.

In this connection the Report points out that the figures given are not in entire agreement. From the figures showing the average wages paid to workers in the chief manufacturing industries of the countries concerned, it would appear that Japanese wages in 1931 were almost equivalent in gold value to those of Italy and Poland, and that in 1933 they were only about half. From a second table, based on the average remuneration of five selected classes of skilled workers, Japanese wages in 1931 would appear to have been about half or two-thirds of those of the corresponding occupations in European countries, while in 1933 they had dropped to about a third or a fourth. It is noted, however, that in both cases the differences between 1931 and 1933 are almost entirely due to the depreciation of the yen.

> " Japan's competitive position was still further strengthened by the reduction of her comparative overhead charges, also produced by depreciation. The advantage derived from this factor is unlikely to be permanent; but the case of Japan affords a very striking illustration of the disturbing effect produced on international commercial relations by the instability of exchanges."

The Report adds that these observations do not pretend to give a complete picture of the Japanese situation, nor do they attempt to estimate how far the competitive power of Japan in normal circumstances is dependent on longer hours, a different and cheaper standard of life, or upon a high level of business management and technical efficiency. Their only purpose " is to show that these factors could not be held responsible for the abnormal intensity of Japanese competition during the last two years, but that it was primarily due to the utter confusion of exchange values, which is one of the fundamental evils in the present economic chaos."

THE UNITED STATES AND THE INTERNATIONAL LABOUR ORGANISATION

The establishment of closer relations between the United States and the International Labour Organisation is one of the facts stressed by the Report. " The radically changed outlook of the United States on social questions," writes Mr. Butler, " might have been expected to modify the attitude of reserve which it had hitherto observed towards the Organisation. Though in the past cordial relations with the United States Government had existed and American experts had made valuable contributions to various phases of the Office's work, notably to the Johannesburg Conference on Silicosis in 1930, no official delegation had ever attended the annual Conference." Last June, it will be remembered, the United States Government sent four official observers, who were warmly welcomed. On returning home, the delegation presented a very interesting report to the Secretary of Labour, which concluded with a strong recommendation that the United States should affiliate with the International Labour Organisation at the earliest possible opportunity, and that in the meantime the Government should send a delegation to the next Session of the Conference, comprising two Government members, an employer spokesman and a representative of the organised workers.

This recommendation on the part of the delegation was followed by the adoption of a resolution at the annual Convention of the American Federation of Labour commending the action of the Government in sending official representatives and urging the continuance of this practice "to the end that co-operative relations may be further expanded and strengthened." Mr. Butler adds:

> "The effect that may be given to the recommendation of the delegation is, of course, a matter which is the exclusive concern of the Government and people of the United States. All that need be said here is that whatever measure of American co-operation may be forthcoming in the future will be all the more valuable on account of the unique experience afforded by the great effort of industrial reorganisation which is now being so boldly and energetically carried through in the United States. During his short visit in the autumn the Director was able to form an idea of the immense work of social reconstruction which had been assumed by the Government and of the fine spirit in which it was being executed. Through his contacts with the Administration he was also made aware of its sympathetic interest in the work of the Organisation, thanks to which he was able to obtain the assistance of a number of American experts on statistics, safety, industrial health and social insurance as members of the Committees dealing with those subjects."

The International Labour Organisation and Extra-European Countries

The Director's Report devotes a considerable amount of space to the extra-European countries. In particular, the remarkable progress recorded by the Latin-American countries in the matter of the ratification of international labour Conventions is noted with keen satisfaction. The list is headed by Uruguay with thirty ratifications, followed by Colombia with twenty-four, Argentina with nine, Chile with six, and Venezuela with one. In Mexico eight Conventions have been recommended for ratification to the competent authority. (Since Mr. Butler's Report went to press, Nicaragua has ratified thirty Conventions and Brazil four.)

The number of ratifications registered by Latin-American countries is not the only sign of the increasing attention which they are paying to social problems. The Seventh Session of the Pan-American Conference, which met at Montevideo in December, gave them special consideration. A number of schemes were put forward for the creation of an inter-American organisation for the purpose of studying social conditions in Latin America and possibly for the framing of labour Conventions. The need for such an institution was strongly emphasised, but any intention of setting up a body rival to the International Labour Organisation was repeatedly disclaimed. The Conference finally adopted a recommendation in favour of establishing an inter-American institute, the precise functions of which should be determined by the next Pan-American Conference. The United States delegation abstained from voting, and reservations were made by the delegations of Brazil, Uruguay and Venezuela.

> "The above discussion is of some importance as showing the need for considering whether some social problems could not be more advantageously treated regionally rather than universally. Although the International Labour Organisation is essentially universal in its character, there is nothing in its constitution which debars it from treating particular questions on a regional basis. In fact, the annual Conference already admitted this principle in 1931, when it adopted a resolution recommending the convening of an Asiatic Conference for the discussion of matters of special interest to that continent. For various reasons it has not yet been found possible to organise such a conference, but the Governing Body has approved its being summoned when arrangements convenient to the parties concerned can be made. Indeed, the Office hopes that a suitable opportunity may present itself in the near future.
>
> The agenda of such a conference would consist of specifically Asiatic questions. It may well be that there are likewise some questions which are distinctively Latin-American in character and which could be more profitably discussed at a special regional conference rather than in the general conference. In any case, it is evident that there is an increasing concern with social problems in Latin America, and that the Organisation will be called upon to devote an increasing measure of attention to them. Steps have already been taken to make the Spanish publications of the Office more widely known on the other side of the Atlantic, and it is hoped that the creation of an overseas section containing a Latin-American group will contribute to closer relations with a part of the world whose economic and industrial importance is no doubt destined to undergo rapid development."

The Director points out that he unfortunately cannot undertake the amount of travelling which would be necessary to enable him to make direct and frequent contacts with the more distant countries belonging to the Organisation. This duty of obtaining first-hand experience of the overseas countries, the value of which the Office very fully appreciates, is therefore shared by his colleagues. Thus, last year visits were made to India, Iraq, Persia, Turkey, Canada, the United States, Mexico, China and Japan. "By these methods," says Mr. Butler, "a better understanding of the conditions and problems of the overseas countries is now being obtained, and it is proposed to pursue them systematically in the future."

The Necessity for International Co-operation

After briefly reviewing the action of the International Labour Organisation against the depression, Mr. Butler concludes his Report in the following terms:

> "While it is true that these monetary, economic and commercial problems lie outside the province of the International Labour Organisation, they can hardly be ignored as if their solution were a matter of indifference from a social standpoint. On the contrary, the present crisis has made it more than ever clear that they are inseparably bound up with the future of social policy. Financial, economic and social questions cannot be disentangled and treated in convenient isolation. It is therefore quite as imperative to

watch the social implications of financial and economic policy as it is to consider the financial and economic implications of social policy. Moreover, the frontier between economics and politics is becoming increasingly blurred. The application of economic nationalism is beginning to generate tensions and antagonisms between nations, which in the long run are bound to affect their political relations. When trade and finance are brought under national direction, economic rivalries and ambitions are more nakedly displayed and their potential dangers are more readily discerned than in the past. Commercial advantage and national prestige tend to become identified, with the result that a minor tariff wrangle may easily swell into a major political incident. A new source of apprehension is thus brought in to reinforce all the doubts and fears which internal revolutions and warlike rumblings have already produced. At present we are in a vicious circle. Economic collapse has been the principal cause both of political upheavals and of aggressive nationalism. Both are liable to provoke international conflict, until such time as the economic fever which gave rise to them can be allayed. But the fever can only be healed by the use of those international prescriptions against which national sentiment at an overheated temperature revolts. There can be little doubt that, but for the threatening appearance of the political heavens, economic recovery would have made much greater strides during the last months; yet without economic recovery the clouds can hardly be dispelled. What is most needed therefore is a strong lead along the path towards a more rational organisation of the world's economic life. Sooner or later the limitations of national effort will be realised and a new effort will then begin to construct a more orderly international system, in which the achievements of national endeavour will be built into a common heritage of mankind. It is impossible to destroy the sharing of ideas, of goods and of resources between nations unless the whole structure of interdependence which civilisation has painfully reared is first swept away. As long as the framework of civilisation endures, the need for international co-ordination will continue to exercise an irresistible force. By steadily pursuing its course during these years of stress and turmoil, the International Labour Organisation has done its part by showing the value and the purpose of international co-operation. In the time ahead the task of the Organisation is likely to become even more arduous and more responsible, but if it remains faithful to its organic principles of world peace and social justice it can play the great part allotted to it in solving the contradictions with which the present generation is wrestling."

THE SIXTY-SIXTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Sixty-sixth Session at Geneva from 26 to 28 April, under the Chairmanship of Mr. Bramsnaes (Denmark).

In opening the first sitting, the President paid a tribute to the memory of Mr. Rüfenacht and Mr. de Rousiers, whose deaths were recently announced. Mr. Rüfenacht had represented the Swiss Government at the International Labour Conference and on the Governing Body, while Mr. de Rousiers was a member of the Joint Maritime Commission and had represented the French shipowners at the Maritime Sessions of the Conference.

The 1936 *Session of the International Labour Conference*.—The Governing Body made a preliminary examination of the questions suitable to be placed on the agenda of the 1936 Session of the Conference. It will be recalled that by considering the agenda of this Session at this early date, the Governing Body is trying to meet the wishes of the extra-European countries, which owing to their distance from Geneva have to contend with special difficulties and are therefore anxious to be given longer notice of the subjects to be discussed at the Conference.

After some discussion, the Governing Body decided provisionally on the following questions: the safety of workers in the building industry; the employment of children in the cinematograph industry; the recruiting and placing of migrants; and collective agreements—the latter problem only to be dealt with in a report on which a general discussion can be based.

In accordance with its usual procedure, the Office will prepare a report on each of these problems, describing the law and practice in different countries, and after considering the information so provided the Governing Body will take a definite decision at its October Session as to whether these questions shall be placed on the agenda of the 1936 Conference.

Agricultural Workers.—On the proposal of Mr. De Michelis (Italy), the Governing Body decided to refer to its Committee on Agricultural Work a report of the International Labour Office on the position of agricultural workers in relation to international labour Conventions already adopted and to the questions on the agenda of future sessions of the Conference.

The Governing Body noted the report of the Migration Committee on its last session, held in Geneva in January last.

It also dealt with a number of questions relating to the Annual Reports on the action taken by Governments to give effect to the international Conventions ratified by them, submitted under Article 408 of the Treaty of Versailles.

The Budget of the Organisation for 1935.—The Governing Body considered the report of its Finance Committee on various administrative questions, and in particular the budget of the Organisation for 1935, which has been drafted in accordance with the principles of economy observed by the various States.

The budget was passed by 16 votes to nil, the Employers' Group having decided to abstain from voting.

Hours of Work in Coal Mines.—The Governing

Body considered the Director's Report on the activities of the Organisation.

In this connection, it discussed the conditions for the holding of the tripartite meeting previously decided upon with a view to facilitating the simultaneous ratification of the Convention concerning hours of work in coal mines at an early date.

It was agreed that if possible this meeting should be held slightly before 28 June, the date originally fixed.

Election of the Governing Body.—The Director explained the conditions under which the coming Session of the International Labour Conference will elect the new Governing Body, to serve from 1934 to 1937. It will be remembered that in 1922 the Conference adopted an amendment to Article 393 of the Treaty of Versailles, with a view to enlarging the Governing Body by providing that it should consist of 32 members (16 Governments, 8 employers and 8 workers) instead of 24 (12 Governments, 6 employers and 6 workers). So far, this amendment has not received enough ratifications to enable it to be put into force, but there is reason to hope that the two ratifications still lacking may be obtained before the Conference opens.

The Governing Body decided to hold its next session in Geneva on 1 June.

THE EFFECTS OF UNEMPLOYMENT ON THE CHILDREN OF THE UNEMPLOYED

A note submitted by the International Labour Office to the Child Welfare Committee of the League of Nations emphasises a particularly distressing aspect of the world unemployment crisis: the effect of the prolonged unemployment of large numbers of workers on their children.

Mortality and morbidity statistics have not hitherto revealed any aggravation in the state of health of the population in general and of children in particular. Nevertheless, a number of indices suggest that the general lowering of the standard of living, from which millions of families totally or partially unemployed have for a long time past been suffering, constitutes a serious threat to public health. This threat is not equally serious in all countries. It depends on the degree of unemployment and on the extent to which measures of social protection can mitigate the effects of the crisis.

In practice, the dangers to which the health of the children of the unemployed is exposed are due chiefly to inadequate clothing and bodily care, deterioration of housing conditions, and underfeeding. Abundant material on these three points has already been collected as the result of various inquiries.

For example, in Belgium, a study of the family budgets of a certain number of unemployed persons showed that nearly all those families had for many months past been unable to renew their clothing.

In the United States, the inquiry of the National Federation of Settlements showed that the clothing of 41 out of the 150 families considered was inadequate, which in many cases meant the lack of any winter clothes. At a Conference summoned by the Secretary of State of the Labour Department, it was pointed out that thousands of children were unable to go to school for lack of footwear.

The returns made by 40 schools in a German town mentioned 76 cases of children unable to go to school for the same reason.

In Poland, out of 432 families covered by an inquiry of the Institute on Social Problems, the members of three families had no underclothes, and those of 131 families only possessed the clothes which they were wearing. Another inquiry into the situation of 383 families of unemployed workers in the Silesian mines and the Lodz textile industry showed that out of 382 school-children belonging to these families, 311, or over 80 per cent., could not attend school regularly, chiefly for want of clothing.

Bad housing conditions have spread since the crisis to an extent which it is difficult to measure, but which once more raises the slum problem in many towns.

In Poland, it has been shown by three inquiries among numerous families of unemployed workers that in 83 per cent. of the cases examined the dwelling consisted of a single room occupied on an average by four to five persons. In 61 families, numbering 247 persons, there were before the crisis 171 beds, and afterwards, as the result of unemployment, only 90. A decline of 44 per cent. in the consumption of fuel helped to worsen the health conditions in these dwellings.

An inquiry undertaken in 1932 in a Berlin district showed that out of 1,316 school children, 529, or 40 per cent., had no bed of their own. The Teachers' Union of Saxony attributes the increase in nervousness among unemployed workers' children attending school to the fact that in many centres 25, 30 or even 40 per cent. of the children live in overcrowded flats and do not sleep in separate beds.

It is superfluous to emphasise the effect which the worsening of housing conditions may have on the health of children in general and on the spread of certain diseases, such as tuberculosis in particular.

A number of school-teachers and school-doctors, for instance in Germany, have observed that the children of the unemployed show less concentration and less power to sustain mental effort, which seems to be largely due to the impossibility of their getting sufficient sleep.

In the United States, during the summer of 1933 the number of children whose feeding was considered to be insufficient was estimated at 6 million. In New York, out of 300,000 to 400,000 school-children examined each year, the percentage of sickly children rose from 13·5 in 1917 to 16·1 in 1930, and to 17·7 for the first nine months of 1932. This increase has taken place particularly in the poorest districts, such as those of Manhattan, where there were 16 per cent. of sickly children in 1927, 22·2 per cent. in 1931 and 25·6 per cent. in the first nine months of 1932. In the State of Pennsylvania, information supplied by the school inspection services shows that out of 768,000 children examined in 1929–1930, 18 per cent., or 140,000, were underfed. It can be estimated from reports for 1932–1933 that the percentage of underfed children was 27, which is equivalent to 216,000 out of a school population estimated at present at 800,000.

In Poland, of 15,295 schoolchildren whose parents were unemployed, 3,730 had no breakfast, about 1,150 had no dinner at home, and 2,690 no midday meal. It is true that about 70 per cent. of these children received at school milk, bread, and in some cases meals comprising a meat ration four times a week. But for many of them—amounting to 30 per cent. in some schools—these meals, which in the ordinary way are merely meant to supplement their diet, were the only means of preventing them from dying of starvation.

In Austria, it was found that at Wilhelmsburg 83 per cent. and in Vienna 57 per cent. of the children of the unemployed were under normal weight. In the industrial districts of Lower Austria, where the majority of the population are unemployed, a medical inquiry showed that the general state of 75 per cent. of the children examined was definitely bad.

In Great Britain, too, unemployment has been found to lead to insufficient clothing and food, bad housing conditions, and a high sickness rate, but to a much smaller extent—owing to the fact that the unemployment insurance system has to some extent mitigated the effects of the crisis.

As a whole, the information collected by the International Labour Office shows that the present economic crisis has almost everywhere produced such a reduction in conditions of life that there is a grave danger that millions of children will not be able to grow up under normal conditions of health. The danger is particularly great in countries where measures of social protection are inadequate to counter the distress caused by the crisis. But the crisis, besides affecting public and private health, also exerts a harmful influence on the mental and moral state of the children, whose games and school work sometimes, as has been observed in Germany, betray the state of poverty and suffering which prevails in the family.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts appointed by the Governing Body of the International Labour Office to examine the annual reports submitted by the States in accordance with Article 408 of the Treaty of Peace, on the measures they have taken to give effect to the international labour Conventions which they have ratified, held a meeting at Geneva on 22 to 27 March, under the Chairmanship of M. Jules Gautier (France).

Reports numbering 436 were submitted to the Committee this year as compared with 406 last year and 378 in 1932.

After a careful study of this material, the growth of which shows the steady progress made by international social legislation, the experts unanimously adopted a report containing their comments, for submission to the Governing Body of the International Labour Office and the forthcoming Session of the International Labour Conference.

In this report the experts note, among other things, the increasing application by the States of international labour Conventions—with or without adaptation to local conditions—to their colonies and dependencies.

The Committee also notes with satisfaction the favourable reception given by the 1933 Session of the International Labour Conference and by the Governing Body to its proposal of last year for the organisation of annual meetings to be attended by representatives of the inspection services of such countries as desire to take part. The establishment of direct contact between the persons actually responsible for supervising the application of conventions could not but be beneficial.

A RESOLUTION OF THE INTER-PARLIAMENTARY COUNCIL ON THE QUESTION OF HOURS OF WORK

At the close of a meeting held at Geneva on 8 April by the Inter-Parliamentary Council, a delegation from that body was received at the International Labour Office by the Director, Mr. Harold Butler.

The delegation was composed of the following members: Mr. Saveano, President of the Rumanian Chamber of Deputies, member of the Executive Committee of the Inter-Parliamentary Union; Mr. Borgbjerg, Deputy, Danish Minister of Education, member of the Inter-Parliamentary Council; Mr. Mario Roustan, Senator, ex-Minister (France); Mr. Peritch, Deputy, ex-Minister (Yugoslavia); Ibrahim Ratib Bey, Senator, Minister Plenipotentiary (Egypt); Sir Park Goff, Member of Parliament, Great Britain; Mr. F. Studer, Federal Judge, Permanent Member of the Swiss Group; Mr. Léopold Boissier, Secretary-General of the Inter-Parliamentary Union.

In the name of his colleagues, Mr. Saveano submitted to the Director of the International Labour Office the following resolution, adopted unanimously by the Inter-Parliamentary Council, on the question of hours of work, which is on the agenda of the forthcoming Session of the International Labour Conference, opening at Geneva on 4 June next.

> The Inter-Parliamentary Council, after having examined the report presented by the Committee on Social Questions and the Committee on Economic Questions,
>
> Notes:
>
> That it is generally recognised as indispensable, particularly in the interests of public finance, that the possibilities of finding work for as large a number as possible of unemployed should be regulated by an international convention in such a way as:
>
> (*a*) to prevent both intellectual and manual workers from becoming the victims of a system under which production is facilitated by science and the increase in individual output;
>
> (*b*) to combat the moral crisis and the lowering of working capacity resulting from prolonged unemployment;
>
> (*c*) to give to a larger section of humanity the means of intellectual and moral advancement;
>
> That one of the essential conditions for such a convention must be not only to preserve the

purchasing power and the consuming capacity of the wage earner, but also to see that he receives his due share of the benefits resulting from recent technical progress;

That the introduction of shorter working hours is not only a temporary expedient in periods of crisis, but also a means of fighting the growing unemployment caused, even in normal times, by rationalisation, technical progress and the ousting of men by machinery;

That unemployment is also partly due to the influx of rural workers into the towns, and that the granting of a reduction in hours of work without decrease of salary, representing an additional advantage which land workers do not share, will certainly increase the exodus from the country and thus, by a more marked decrease in the available labour for agricultural work, cause a fresh wave of unemployment;

That it is impossible to decide exactly to what extent the reduction in working hours can and must with advantage be carried out without at the same time putting in action all the other means for fighting the crisis—programmes of public works, raising of the school-leaving age, earlier old-age pensions—and without the improvements in rural life likely to induce the peasant to stay on the land, such as the general use of improved agricultural machinery with its resultant shortening of work in the fields;

Insists:

On the necessity and urgency, in the event of any form of regulation of hours of work without decrease in the purchasing power of the worker, of concluding an international agreement which would take into account the legitimate aspirations and the real claims of the workers as a whole, whether agricultural or industrial;

Decides:

To transmit the above Resolution to the International Labour Organisation, and to call the attention of the national Groups to the importance of the decisions to be taken at the Labour Conference in June, 1934, and to the particularly important part which the Government delegates belonging to the countries represented within the Inter-Parliamentary Union will play there.

Mr. Mario Roustan emphasised the importance of the unanimous adoption of this resolution by members of parliament who represented all parties—conservatives, liberals, radicals, socialists—and who belonged to widely different nationalities.

The Director of the International Labour Office, in thanking the delegation, referred to the great value of such a resolution, voted as it was by men of all types of opinion and from various countries. Their unanimity was a new proof of the urgency of the problem of the regulation of hours of work, which was bound up with that of world unemployment.

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EIGHTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

As stated in the last number of the *Monthly Summary*, the Eighteenth Session of the International Labour Conference will open at Geneva on 4 June.

Each of the fifty-eight States Members of the Organisation has been invited to send Government, employer and worker representatives in accordance with the provisions of the Peace Treaties. The United States and Egypt, who are not Members of the Organisation, have announced their intention of sending observers to the Conference.

It will be recalled that no less than seven items have been officially placed on the agenda of this Session of the Conference. These are as follows :

I. Reduction of hours of work (second discussion).

II. Unemployment insurance and various forms of relief for the unemployed (second discussion).

III. Methods of providing rest and alternation of shifts in automatic sheet-glass works (second discussion).

IV. Maintenance of acquired rights and rights in course of acquisition under invalidity, old-age and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another (first discussion).

V. Workmen's compensation for occupational diseases ; partial revision of the 1925 Convention, with a view to including silicosis and certain other diseases in the list of occupational diseases.

VI. The employment of women underground in all mines.

VII. Partial revision of the Convention concerning the night work of women.

The Conference will also consider the Director's Report, and the annual reports submitted by Governments under Article 408 of the Treaty of Versailles respecting the action taken to enforce the Conventions they have ratified.

The International Labour Office will submit a report concerning the organisation and co-ordination of national and international public works to form the basis of a general discussion.

Finally, the Conference will elect the Governing Body of the International Labour Office for a term of three years from 1934 to 1937.

PUBLIC WORKS POLICY

The present Session of the International Labour Conference will have to consider the question of large-scale public works, the importance of which as a factor in economic recovery cannot be too strongly stressed. It is not proposed at this Session to adopt a Draft Convention or Recommendation, but there will be a general exchange of views in respect of the experience already obtained, the lessons which may be learned from it, and the expediency of planning a co-ordinated policy of national and international public works as a means of contributing towards the prevention of unemployment.

In order to provide a practical basis for this discussion, the International Labour Office has prepared a fully documented draft report analysing the necessary factors in a rational public works policy in the light of the various schemes already undertaken in different countries.

The figures quoted in this report show the extent of the efforts made in certain countries to harness idle capital to the execution of public works. In the United States the total amount of loans authorised in 1933 to finance public works schemes during the next three years was $3,300 million, the whole Federal budget for the same year being only $4,000 million. In Germany the various public works schemes planned in 1932 and 1933 required an expenditure of 4,000 million RM. as compared with ordinary budget expenditure for the same two years of about 8,000 million RM. per year. In Sweden, where the total annual budget was 900 million crowns, loans to finance public works amounted to 155 million crowns in 1933–34, and 120 million crowns in 1934–35. In Italy the cost of all public works carried out in 1932 by the State, local authorities and public corporations subsidised by the State, amounted to 5,800 million lire, while the total budgetary expenditure did not exceed 21,000 million lire. The report also gives an account of the public works actually carried out on a greater or lesser scale in the Argentine Republic, Australia, Austria, Belgium, Czechoslovakia, Egypt, Finland, France, Great Britain, Japan, New Zealand, Poland, Switzerland, the Union of South Africa, etc.

The conclusions reached by the report are as follows:

> " 1. In every country, all public works and orders for supplies of the central authorities should be in the hands of, or supervised by, a single body which, according to the constitutional form and the customs of the various countries, might be an office, a commissariat, a committee or some other permanent body. It should be competent to consider every aspect of the problem: the economic value of the work, its social consequences and the possibilities of financing it. As a rule, none of these three should be the sole guiding principle in the decisions of the committee. A public works policy should not be thought of merely as a means of combating unemployment and aim solely at providing employment. It should contribute to an ordered development of national economic activity and should consequently be adapted to the needs of each country. The aim must not be to drive the public authorities into a systematic policy of undertaking risky and unprofitable schemes which would never be contemplated by private enterprise. What is wanted is that the State should, as far as possible, reserve its normal public works programme for slack periods, when private undertakings are short of orders and often of cash, while the public authorities can with comparative ease use the capital which has temporarily been withdrawn from productive activity in private economic undertakings.
>
> " 2. The proposed central institution should have considerable financial autonomy. If it is to accumulate funds during times of prosperity it must, for example, be permitted to carry forward from one year to another the appropriations made to it. It must, moreover, endeavour to keep its assets in as liquid a form as possible so as not to have an unfavourable influence on the market when in the middle of a depression it needs to obtain the use of some of its reserves.
>
> " 3. Such a degree of centralisation is inconceivable for a variety of reasons in the case of public works undertaken by local authorities or public corporations, which generally represent a very large proportion of the total public works of any country. But the central body should at least be able to influence the policy of these authorities to a sufficient extent to ensure the necessary co-ordination. For this purpose the method which involves the least degree of interference with local autonomy is that of loans or grants which should be made liberally in times of depression and much more sparingly in times of prosperity.
>
> " It might also be suggested for certain types of work, even when carried out by district or local authorities, that the central body should act as a purchasing agency, collecting orders for supplies and distributing them judiciously so as to have a stabilising effect on various industries."

The report adds that such a system of national institutions would be incomplete without an international agency to co-ordinate them. Public works schemes on a large scale may in fact have international consequences, especially in the financial sphere, which can be forestalled by co-ordinating national policies, and in this respect a central body for the exchange of information and of national experience would be of considerable value to the various Governments. This body might also be competent to examine schemes of work which, either because their execution directly affects more than one country, or because they require foreign capital to finance them, are definitely international in character.

A national and international public works policy, built up along these lines, would be more than merely a means of reducing unemployment; it would go far towards proving an effective method of preventing it.

COMMITTEE OF EXPERTS ON NATIVE LABOUR

The Committee of Experts on Native Labour held a meeting at the International Labour Office from 30 April to 5 May under the Chairmanship of Mr. Gohr (Belgium).

During this Session the Experts decided on the precise wording of their recommendations on the question of the recruiting of Native labour.

These recommendations will form the basis of the discussions of the International Labour Conference, which will study this problem in 1935 with a view to drawing up international regulations on the question.

According to the opinion of the Experts, every system of recruiting of Native labour should embody a certain number of safeguards that experience has found to be necessary and of which the important principles are the following:

> That Governments should retain power to impose regional and numerical restrictions on recruiting; that recruiters should be licensed and should give security for their good conduct; that the legality of the recruiting operations should be checked by a Government official as near as possible to the place of recruiting in order to ascertain in particular that the recruiting is really voluntary and that the recruited worker understands the obligations into which he is entering; that advances of money to the recruited worker should be limited in amount; that recruits should be medically examined and their fitness certified before they proceed to the

place of work; that proper provision should be made for the journey to the place of work and, in certain cases, for the repatriation of the worker; that recruiters should receive a fixed salary in preference to *per capita* payments.

The Committee also adopted several additional provisions applicable to labourers recruited in one territory and transported to an area under another administration. These labour migrations often involve transport by sea, and require special measures for the protection of the migrant workers.

The Committee also discussed the conditions of employment of contract Native labourers. It adopted a certain number of principles on which may be based regulations which will eliminate the abuses existing in this form of employment.

One of these principles is that the duration of labour contracts should not exceed a reasonable limit. There are still contracts binding Native workers for five years, and even for seven years. The Experts considered that legislation should prescribe a maximum period of service and that this period should be as short as possible.

On the other hand, long-term contracts should be terminable by either party after a period of notice to be fixed by law. The Committee, while recognising the impossibility of immediately suppressing everywhere penal sanctions for breach of contract, agree that the policy of Governments should aim at mitigating these penal sanctions with a view to abolishing them as soon as possible.

UNITED STATES AND THE FORTY-HOUR WEEK

The Government of the United States, which was consulted on the question of the reduction of hours of work, which comes up for discussion at the International Labour Conference opening on 4 June at Geneva, has sent to the International Labour Office a very complete and detailed reply, giving the first results of the measures taken regarding shorter hours of work by President Roosevelt's Administration.

It will be remembered that the Codes of Fair Competition put into force last year in the United States as a rule prescribed a maximum working week of forty hours and an increase of wage rates.

Amongst the statistical tables sent by the United States Government to the International Labour Office is one showing that in *manufacturing industries* the average hours of work per week were 39·5 in October 1932, 35·6 in March 1933, 42·5 in July 1933, 34·4 in November 1933, 33·7 in January 1934, and 35·8 in February 1934.

The average hourly earnings in cents were: 43·7 in October 1932, 43·5 in March 1933, 42·1 in July 1933, 52·1 in November 1933, 53·3 in January 1934, and 53·1 in February 1934.

The index numbers of employment were (average 1929=100): 61·4 in October 1932, 56·5 in March 1933, 69·0 in July 1933, 73·2 in November 1933, 71·1 in January 1934, and 75·4 in February 1934.

Further index figures are:

For pay rolls	38·2	32·0	44·5	48·2	47·3	53·3
For average weekly earnings	62·2	56·6	64·5	65·8	66·5	70·7
For production ..	56·0	49·0	82·0	59·0	64·0	69·0

For manufacturing and non-manufacturing industries combined the average hours per week were 37·7 in February 1934, as compared with 41·9 in October 1932; the average hourly earnings were 53·6 cents in February 1934, as compared with 46·3 in October 1932, and the average weekly earnings were $21·21 in February 1934, as compared with $19·40 in October 1932.

A statistical table of percentage changes shows that in *manufacturing industries*, from October 1932 to February 1934, while the average hours per week decreased by 9·4 per cent., the average hourly earnings increased by 21·5 per cent., employment increased by 22·8 per cent., pay rolls by 39·5 per cent., average weekly earnings by 13·7 per cent., and production by 23·2 per cent.

In the same period, *for manufacturing and non-manufacturing industries combined*, while the average hours per week decreased by 10 per cent., the average hourly earnings increased by 15·8 per cent., and average weekly earnings increased by 4·2 per cent.

The reply of the United States Department of Labour terminates as follows:

> " But for the first time since the enactment of the National Industrial Recovery Act, the policy of shorter hours and higher wage rates was functioning, after November, under the favourable conditions of an upturn in production. One of the important factors was the inauguration, late in 1933, of an extensive programme of emergency employment under the Civil Works Administration, which at one time employed more than 4,000,000 persons. With the approach of spring and the completion of plans for extensive employment under the Public Works Administration as originally provided for under the National Industrial Recovery Act, emergency employment under the Civil Works Administration was curtailed.
>
> " From November 1933 to February 1934 industrial production, adjusted to seasonal variations, increased 13 per cent.; and, unadjusted to seasonal variations, 15 per cent. Average hourly earnings continued to advance: in manufacturing industries, 2 per cent.; and in manufacturing and non-manufacturing combined, 3 per cent. There were also appreciable increases in employment, pay rolls, and average earnings per worker. A more hopeful, though not uncritical, view became evident. There was little demand, by March, for the abandonment of the policy of shorter hours and higher wage rates. There was much opposition to proposals for a further general shortening of the working week and increase in wage rates, although extensions beyond the original code-provisions were made by various employing groups."

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Monthly Summary of the International Labour Organisation

1934. No. 6 JUNE

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EIGHTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eighteenth Session of the International Labour Conference was held in Geneva from 4 June to 23 June under the presidency of Mr. Justin Godart, former minister and French Government delegate, the vice-presidents being Mr. Castillo Najéra, Mexican Government delegate, Mr. Gérard, Belgian employers' delegate and Mr. Johanson, Swedish workers' delegate.

Two outstanding events took place at this Session which will mark a significant date in the history of the Organisation. The first of these was the official announcement that United States of America were prepared to join the Organisation at an early date, and the cordial invitation extended to that country by the Conference. Secondly, the amendment to Article 393 of the Treaty of Versailles, which had remained in abeyance for twelve years, at last came into force, thus enabling the Conference for the first time to elect an enlarged Governing Body allowing of closer collaboration with the Governments, employers and workers of oversea countries.

These two events inaugurate a new phase in the development of the Organisation towards a wider universality.

The Conference also made a specially important contribution to international social legislation by adopting four draft Conventions, two of which were new, and the other two revised versions of the former Conventions concerning workmen's compensation for occupational diseases and the night work of women.

As regards two further questions which came before it for the first time, the maintenance of migrants' pension rights and the prohibition of the employment of women underground, the Conference usefully prepared the ground for the drafting of international regulations next year by deciding on the points on which Governments are to be consulted.

THE UNITED STATES AND THE ORGANISATION

It will be recalled that last year for the first time the United States Government sent a delegation of four official observers to attend the Session of the International Labour Conference. On returning to the United States, this delegation submitted a report to the Secretary of Labour which concluded as follows: "We strongly recommend that the United States Government affiliate with the International Labour Organisation at the earliest possible opportunity, and that in the meantime the Government send a delegation to the next Conference, having in mind the nomination upon such delegation of two Government members, an employers' spokesman and a representative of the organised workers."

The 1934 Session of the Conference was in fact attended by a delegation of official observers from the United States, constituted in accordance with the above recommendation, which took an active part in the discussions and particularly in the general discussion of the Director's Report.

At the sitting of Friday morning, 22 June, Mr. Harold Butler, Director of the International Labour Organisation, was able to make known to the Conference the following joint resolution of Congress, signed by the President of the United States, of which he had received official notification.

> "Whereas progress toward the solution of the problems of international competition in industry can be made through international action concerning the welfare of wage earners, and
>
> "Whereas the failure of a nation to establish humane conditions of labor is an obstacle in the way of other nations which desire to maintain and improve the conditions in their own countries, and
>
> "Whereas the United States early recognized the desirability of international co-operation in matters pertaining to labor and took part in 1900 in establishing and for many years thereafter supported the International Association for Labor Legislation, and
>
> "Whereas the International Labor Organization has advanced the welfare of labor throughout the world through studies, recommendations, conferences and conventions concerning conditions of labor, and
>
> "Whereas other nations have joined the International Labor Organization without being members of the League of Nations, and
>
> "Whereas special provision has been made in the constitution of the International Labor

> Organization by which membership of the United States would not impose or be deemed to impose an obligation or agreement upon the United States to accept the proposals of that body as involving anything more than recommendations for its consideration, therefore
>
> "Be it resolved by the Senate and House of Representatives of the United States of America in Congress assembled that the President is hereby authorized to accept membership for the Government of the United States of America in the International Labor Organization which through its general conference of representatives of its members and through its International Labor Office collects information concerning labor throughout the world and prepares international conventions for the consideration of member governments with a view to improving conditions of labor.
>
> "That in accepting such membership, the President shall asume on behalf of the United States no obligation under the Covenant of the League of Nations."

"I further understand (added Mr. Butler) that the United States Government would be disposed to consider favourably an invitation to accept membership of the International Labour Organisation. I am sure that the Conference will warmly welcome this important communication, which marks a great turning point in the history of the Organisation."

This announcement was greeted with the greatest enthusiasm by all groups.

The President of the Conference (Mr. Justin Godart) said he was sure he voiced the opinion of all the delegates in declaring that the Conference was highly gratified at the prospect of the collaboration about to be established with the United States of America. Their entry into the Organisation would be for them, as for the countries which were already Members, a new force of organisation and of progress. That force would tend not merely to protect the worker in his personality and in his employment, but also to promote continuous and increasing solidarity between all who produced, and to place civilisation more and more under sure safeguards.

In helping the Conference to promote the full measure of social justice, the United States would be giving valuable assistance, material and moral, in the constructive promotion of peace. On this occasion, so momentous for the International Labour Organisation and for the cause of peace, the Conference conveyed to the American Congress, President Roosevelt and the American people its heartfelt greetings, and welcomed them as collaborators.

Mr. Leggett (Government, British Empire), Mr. Riddell (Government, Canada), Mr. Najera (Government, Mexico), Mr. Oersted (Employers, Denmark), on behalf of the Employers' Group, Mr. Mertens (Workers, Belgium), on behalf of the Workers' Group, Mr. Bramsnaes (Government, Denmark), as Chairman of the Governing Body of the International Labour Organisation, Mr. de Armenteros (Government, Cuba), and Mr. Yoshisaka (Government, Japan), warmly associated themselves with the statement of the President.

At the twenty-third sitting, on Friday afternoon, 22 June, Mr. Yoshisaka (Government, Japan), Chairman of the Selection Committee, submitted the following resolution which had been adopted unanimously by the Committee :

> "The International Labour Conference :
>
> "Takes note of the communication of 22 June 1934 addressed to the Director of the International Labour Office by the authorised representative of the Government of the United States of America,
>
> "Heartily welcomes the decision of the Congress of the United States authorising the President to accept on behalf of the Government of the United States Membership in the International Labour Organisation, recalling that it has always been the firm conviction of the Organisation that its ends could be more effectively advanced if the Membership of the Organisation could be made universal,
>
> "Hereby decides :
>
> "To invite the Government of the United States to accept Membership in the International Laobur Organisation, it being understood that such acceptance involves only those rights and obligations provided for in the constitution of the Organisation and shall not involve any obligations under the Covenant of the League of Nations,
>
> "And further decides :
>
> "That, in the event of the Government of the United States accepting Membership, the Governing Body is hereby authorised to arrange with the Government of the United States any questions arising out of its Membership, including the question of its financial contribution."

The resolution was cordially supported by Mr. Jules Gautier (Government, France), Mr. Sardari (Government, Persia), Mr. Sierra Rustarazo (Government, Spain), Mr. Cremins (Government, Irish Free State), Mr. Scie Tonfa (Government, China), Mr. de Michelis (Government, Italy), and Mr. Jouhaux (Workers, France).

A vote was taken by a show of hands, and the resolution was carried unanimously.

The Delegation of Observers from the United States then entered the Conference hall and were greeted with prolonged applause, the Delegates rising in their places.

Mr. Andrews (Government Observer, United States) said the delegation were deeply grateful for what had been said with reference to the anticipated joining up of the United States with the International Labour Organisation. He assured the Conference that when official delegates from the United States attended future Conferences of the Organisation, they would hope to contribute substantially to the progressive forces of the Organisation for the promotion of social justice. The United States Government had instructed him to express its appreciation of the invitation to join the Organisation.

Mr. Baldwin (Employers' Observer, United States) said he felt it a particular privilege to have attended the Conference at the time when the possibility of definite co-operation with the International Labour Organisation on the part of the United States Government was presented. People in America like to think that it was easy for them to attack any problem in the spirit of co-operation and collaboration, and that spirit was a vital necessity in dealing with the problems which came before this Organisation. Willingness and desire to help with counsel, readiness to listen to criticism and reply to argument, would be the characteristic of the American delegates who might eventually appear in the Conference in an official capacity.

Mr. Lewis (Workers' Observer, United States) also counted it a great privilege to be present on what he deemed to be an historic occasion in the life of the International Labour Organisation. It seemed that the next Conference would see representatives of the United States participating upon the same basis and with the same privileges as those to whom he was speaking. The consequences might be far-reaching not only for the United States but perhaps for the other countries Members of the Organisation. He would be pleased on his return home to recommend to organised labour in the United States the fullest degree of co-operation in this new governmental policy and with the Organisation, if and when the United States accepted the invitation now extended to them. Here and now, on behalf of the American Federation of Labor, he gave to the Director, Mr. Harold Butler, an official invitation to deliver an address to the next Convention of the Federation which would meet in San Francisco in October of this year.

The Director (Mr. Harold Butler) said this was a proud and happy day to anybody who had the interests of the Organisation at heart. Only one thing was lacking—the presence of Miss Frances Perkins, the Secretary of Labor of the United States, to whose energy and vision this historic event was in a very large measure due. He thanked Mr. Lewis for the invitation just extended to him. He had known the leaders of the American Federation of Labor for many years, and had followed its fortunes in good times and bad with the greatest sympathy and interest, and no invitation could be more welcome than that now given to him to attend its Convention.

UNEMPLOYMENT INSURANCE

One of the most important achievements of the eighteenth Session of the International Labour Conference was the drafting of international regulations for unemployment insurance and relief.

This is a question which in varying degrees interests all industrial countries affected by the depression. No country to-day would consent to let its unemployed workers starve, and measures of one kind or another are everywhere taken for the relief of those who are unable to earn a livelihood.

The International Labour Conference had already addressed itself to this problem long before the present depression. At its first session in Washington in 1919, it adopted a Recommendation urging States to develop unemployment insurance institutions, a recommendation which has borne its fruit, since there are now 40 million persons covered by unemployment insurance schemes, as compared with only 4 million immediately after the war.

During the past few years the depression has led to the institution of social relief services in countries where there was no system of unemployment insurance. Fresh progress was made and this measure of social reform, which did not seem ripe for a formal international agreement in 1919, now appeared ready to pass from the stage of a mere Recommendation to that of an international Convention confirming the results achieved in a number of countries and binding others to follow their example.

This year's Session of the Conference therefore adopted by 80 votes to 8 a Draft Convention, the most important provisions of which are given below.

Each State which ratifies the Convention undertakes to maintain a scheme ensuring to persons who are involuntarily unemployed either benefit (compulsory or voluntary insurance), an allowance (relief), or a combination of benefit and an allowance.

The scheme instituted for this purpose may be (*a*) a compulsory insurance scheme, (*b*) a voluntary insurance scheme, (*c*) a combination of compulsory and voluntary insurance schemes, or (*d*) any of the above alternatives combined with a complementary assistance scheme.

In the case of partial unemployment the benefit or allowance must be paid in accordance with the conditions laid down by national laws and regulations.

The Convention will apply to persons habitually employed for wages or salary, except seamen, sea fishermen and agricultural workers.

Any Member may also make exceptions in its national law regulations in respect of certain groups of workers, including persons employed in domestic service, home workers, workers in the service of the Government, a local authority or a public utility undertaking, non-manual workers whose earnings exceed a prescribed amount, workers over or under a prescribed age; workers in seasonal or special employment, etc.

The Convention specifies the conditions to which the right to a benefit or allowance may be made subject.

These include, as regards benefit, the payment of a specified number of contributions during a given period or, as regards allowances, employment for a prescribed period.

The right to benefit or an allowance may also be made conditional on registration at a public employment exchange, on attendance at a course of vocational or other instruction, or on employment on relief works.

A claimant may be disqualified for the receipt of benefit or allowance if he refuses an offer of suitable employment, *i.e.*, employment on conditions not less favourable than those to which he would normally be entitled.

He may also be disqualified if he has lost his employment owing to a trade dispute, through his own misconduct, if he left it voluntarily without just cause, if he has tried to obtain any benefit or allowance fraudulently, or if it is proved that he has failed to avail himself of a reasonable opportunity of suitable employment.

The right to benefit or an allowance may be limited to a period not normally less than 156 working days per year and in no case less than 78 working days per year.

Benefit will be payable irrespective of the claimant's need, but the payment of an allowance may be made conditional on such need being proved.

Benefit must be in the form of cash, but any supplementary grants and all allowances may be in kind.

Claimants resident abroad may be disqualified for the receipt of benefit or an allowance. Foreigners will have the same rights as nationals, subject to the same conditions, except that any Member may refuse equality of treatment to the nationals of any State not bound by the Convention, in respect of payments from funds to which the claimant has not contributed.

Special provisions may be prescribed for frontier workers employed in one country and resident in another.

The Conference also adopted by 72 votes to 19 a Recommendation concerning the general principles best calculated to promote a satisfactory organisation of unemployment insurance and assistance.

Lastly, it adopted without opposition a Resolution concerning the possibility of drafting an international Convention applicable to agricultural workers, and another Resolution recommending the adoption of a Convention securing to foreign unemployed workers the same treatment as to nationals as regards the relief of destitution.

REST AND SHIFTS IN AUTOMATIC GLASSWORKS

The glass industry is one of those which have been the most radically transformed by recent technical improvements.

During the past few years the old method of manufacturing glass by hand-blowing has been rapidly giving way to automatic processes.

The processes at present applied in sheet-glass works (Libbey-Owens, Fourcault, Pittsburgh, etc.) are all based on the mechanical drawing of a continuous sheet from a tank of molten glass. This operation and the subsequent processes of transformation must be continuous, and must be carried on without a break day and night, on Sundays, and on public holidays.

This method of manufacture has given rise to the problem of hours of work in sheet-glass works, or more precisely, of rest and the alternation of shifts.

The question was brought before last year's Session of the Conference, which decided that it was a suitable subject for international regulation. A draft Convention was consequently adopted this year by 87 votes to 28.

The Convention applies to persons who work in successive shifts and necessarily continuous operations in sheet-glass works which manufacture by automatic machines sheet-glass or other glass of the same characteristics which only differs from sheet-glass in thickness and other dimensions. These persons must be employed under a system providing for at least four shifts. Their hours of work must not exceed an average of 42 per week calculated over a period not exceeding four weeks and the length of each spell of work may not exceed 8 hours.

The interval between two spells of work must not be less than 16 hours but may, if necessary, be reduced on the occasion of the periodical change-over of shifts.

The limits of hours may be exceeded and the interval of rest reduced, but only so far as may be necessary to prevent serious interference with the ordinary working of the undertaking in the case of accident actual or threatened, urgent work to be done to machinery or plant, or in case of *force majeure* or to make good the unforeseen absence of one or more members of a shift.

Adequate compensation must be granted for all overtime worked, in a manner to be determined by national laws or regulations or by agreement between the organisation of employers and workers concerned.

In addition to this draft Convention the Conference also adopted a Resolution referring to the Resolution adopted by the Committee of Experts on 21 May, 1931, and expressing the hope that the Office would continue its study of the rest systems in other branches of the automatic and semi-automatic glass industry working in successive shifts upon continuous operation, and in due course bringing the matter before the Governing Body with a view to instructing a committee of experts to examine the possibility of framing regulations in these other branches also.

COMPENSATION FOR OCCUPATIONAL DISEASES

By 104 votes to 11 the Conference adopted a Draft Convention to revise the 1925 Convention concerning workmen's compensation for occupational diseases with a view to extending its provisions to cover new groups of workers.

In adopting the Convention concerning workmen's compensation for industrial accidents in 1925, the Conference had followed a number of national laws in prescribing that similar compensation should also be due to the victims or to their dependants in the case of occupational diseases.

There was no question of altering either the principle or the methods of applying the 1925 Convention at this year's Session, the only point on which revision was proposed being the schedule of occupational diseases giving rise to compensation. The schedule adopted in 1925 was limited to three diseases, namely, lead poisoning, mercury poisoning and anthrax infection, but it was made plain at the time that this list was not intended to be limitative.

In consequence of the decisions taken at this year's Session the schedule has now been extended to cover the following diseases :

> " Silicosis with or without pulmonary tuberculosis, providing that silicosis is an essential factor in causing the resultant incapacity or death ;
>
> phosphorous poisoning by phosphorus or its compounds ;
>
> arsenic poisoning by arsenic or its compounds ;
>
> poisoning by benzene, its homologues and derivatives ;
>
> poisoning by the halogen derivatives of hydrocarbons of the aliphatic series ;
>
> pathological manifestations due to radium and other radioactive substances or X-rays ;
>
> primary epitheliomatous cancer of the skin."

The schedule also contains a list of trades, industries or processes corresponding to these diseases.

The Conference further adopted by 72 votes to 1 a Resolution concerning the prevention of dust and investigations into the incidence of silicosis, and recommending the Governing Body to place on the

Agenda of the next Session of the Conference the question of the addition to the schedule of certain other occupational diseases.

Night Work of Women

The partial revision of the 1919 Convention prohibiting the employment of women during the night, which was also on the Agenda of this year's Conference, was not intended to challenge the principle of the Convention, but proposed amendments on two specific points relating to the methods of applying the Convention.

This was not the first time that the question had come before the Conference. Amendments on the same points had already been considered by the fifteenth Session in 1931, but had failed to obtain the necessary two-thirds majority for the adoption of a new Convention, mainly owing to doubts as to the interpretation of the Convention as regards the question of whether its provisions applied to women holding responsible positions of management who are not ordinarily engaged in manual work.

These doubts had been removed by an advisory opinion given in the affirmative by The Hague Court in 1932, and as a result the question of revision was brought forward again this year and resulted in the adoption of a revised Draft Convention embodying amendments to the 1919 text on two points. In the first place, a new Article provides that the Convention does not apply to women holding responsible positions of management who are not ordinarily engaged in manual work; while, secondly, another new provision is inserted allowing the interval between 10 p.m. and 5 a.m., which must be included in the period of at least 11 consecutive hours during which the employment of women is prohibited, to be advanced by one hour. Where there are exceptional circumstances affecting the workers employed in a particular industry or area, the competent authority may after consultation with the employers' and workers' organisation decide that in the case of women employed in that industry or area the interval between 11 o'clock in the evening and 6 o'clock in the morning may be substituted for the interval between 10 o'clock in the evening and 5 o'clock in the morning.

The adoption of these two amendments will facilitate the ratification of the Convention by a number of States.

Prohibition of the Employment of Women Underground in Mines

As the question of the prohibition of the employment of women in underground work in mines of all kinds was on the Agenda of the Conference for first discussion, no definite decision could be taken upon it at this Session.

This problem is mainly of interest to non-European countries, since underground work for women has already been prohibited by law in most mining countries for many years past, *e.g.*, since 1842 in Great Britain, since 1874 in France, since 1876 in Luxemburg and since 1878 in Germany. Nevertheless, women are still employed underground in mines in certain Eastern countries, although this practice is becoming more and more infrequent.

The question was brought before the 1929 Session of the Conference by the Japanese workers' delegate and a Resolution was then adopted on the subject. A second Resolution on the same lines was adopted in 1931 in connection with the Draft Convention on hours of work in coal mines.

Following this year's discussion, the Conference decided unanimously to inscribe this question on the Agenda of the next session of the Conference for the second and final stage of the discussion in accordance with the usual procedure. The points on which Governments should be consulted with a view to the drafting of international regulations next year were approved by 83 votes to nil.

Maintenance of Migrants' Pension Rights

At its 1933 Session the International Labour Conference adopted 6 Draft Conventions concerning invalidity, old-age and widows' and orphans' insurance. The difficult question of the maintenance of the rights of migrant workers inevitably arose in the course of these discussions, but in view of the inadequate information yielded by a first consultation of Governments, the Conference decided to reserve it for separate discussion and to place it on the Agenda of the 1934 Session.

This year, therefore, the Conference approved by 93 votes to nil the points on which Governments should be consulted with a view to the preparation of a Draft Convention next year, under the double discussion procedure.

By 99 votes to nil the question of the maintenance of migrants' pension rights was officially placed on the Agenda of the 1935 Session. In so doing, the Conference gave its sanction to the principle of international regulation, the adoption of which will mark a new advance in the already wide and fruitful achievements of the International Labour Organisation in developing the application of social insurance and extending its benefits to the largest possible number of workers.

Reduction of Hours of Work

It may be recalled that the question of the reduction of hours of work had already been discussed for the first time at the 1933 Session of the Conference. Following the usual consultation of Governments, preliminary Draft Conventions were prepared by the International Labour Office and submitted to this year's Session of the Conference, which after a general discussion decided by 72 votes to 22 to adopt these drafts as the basis of discussion and to refer them to a special committee for a report.

The Employers' Group declared itself unable to appoint representatives to this Committee, but authorised the Italian employers' delegate, at his express request, to take part in its labours. The constitution of the Committee, as nominated by the three groups, was approved by 75 votes to nil. As a result of its study of the question the Committee submitted a report recommending for adoption preliminary Draft Conventions differing on several points from those prepared by the International Labour Office.

At the voting of Article 1 of the Draft Convention concerning industry, however, it was found impossible to obtain a quorum. The Conference then adopted by 75 votes to 37 a Resolution stating that the reduction of hours of work, considered either as a palliative of unemployment or as a method of enabling the workers to share in the benefits of technical progress, remains one of the principal tasks of the Organisation, and noting that the Conference had given favourable consideration to the drafts submitted to it, although it had not been possible to obtain the necessary quorum. It therefore requested the International Labour Office to collect additional information and asked the Governing Body to place the question on the Agenda of the next Session of the Conference with a view to the adoption of one or more Draft Conventions.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The International Labour Conference adopted the report of its Committee on Article 408, whose duty it is to consider the annual report furnished under Article 408 of the Treaty of Versailles by the States Members on the action taken by them to apply the international Conventions they have ratified.

The Committee noted that of the 522 reports due this year, 436 had been received in time for consideration by the Committee of Experts, which met at the International Labour Office in March, while 17 further reports had been received since that date. Sixty-nine reports were still missing from six countries, including 51 due for the first time.

> " While it is of the very first importance that every State which has entered into the obligation of furnishing a report by ratifying a Convention should carry out this obligation strictly, the Committee feels that bearing in mind the difficulties of the present time these figures can be regarded on the whole as not unduly unsatisfactory.
>
> " The Committee is glad to note that reports have been received this year from Germany with regard to all the Conventions ratified by that country."

The report of the Committee then proceeds to comment on the information submitted by the various States, terminating with the following observations concerning the effective application of conventions :

> " This is obviously more difficult to measure through any system of reports than is the actual state of the law, though the Committee is glad to record that the increased precision that has been given to the final point in the report forms has produced from many Governments extremely interesting information, statistical and other, on the practical situation with regard to the effective implementing of the Conventions' provisions ; it hopes, however, that Governments which have not hitherto done so, or have not done so satisfactorily, will in future pay greater attention to this final question in the report forms. In this connection, the Committee hopes that the Director will find it possible to arrange at an early date for the first meeting of representatives of labour inspection services, in regard to which the Governing Body approved the suggestion made by the Committee of Experts and the Conference Committee last year. A series of annual meetings of this kind could do nothing but good in co-ordinating practice throughout the world and so ensuring that the provisions of Conventions are strictly administered among the States Members on a common basis.
>
> " Moreover, the Committee realises that, in addition to efficient administration and inspection, the influence of a well-organised trade union movement may be of paramount importance as a guarantee of strict execution. This year, as in past years, it has been glad to afford an opportunity to Workers' representatives at the Conference to assist it in its task of mutual supervision.
>
> " Further, useful help may be given in the sphere of supervision of the application of ratified Conventions by such steps as those that are being taken by the International Federation of League of Nations Societies and by the International Association for Social Progress. The Committee is therefore glad to note the activities of these two associations in this direction.
>
> " The Committee wishes to draw the attention of the Conference to the readiness and courtesy with which representatives of Governments attended its meetings in order to give explanations on points in regard to which criticism had arisen, either in the report of the Committee of Experts, or in the course of the Committee's own deliberations. It ventures to hope that its discussions with those representatives may have been of use to the Governments concerned in bringing about an improvement in the future on the points to which criticism was directed.
>
> " With reference to the important question of the application of Conventions, under Article 421, to colonial possessions, the Committee noted with pleasure the continued extension of such application recorded in the reports of the countries concerned and in the supplementary information supplied by certain countries in response to the request of the Committee of Experts."

RESOLUTIONS

The Conference had before it a report on public works drawn up by the International Labour Office, analysing in the light of the experience gained by various countries the essential elements of a rational public works policy capable of absorbing unemployment and promoting recovery.

By 84 votes to 1 the Conference adopted a Resolution on this subject submitted by Mr. Jouhaux, French workers' delegate, requesting the Governing Body of the International Labour Office to ask for periodical reports on the measures taken or proposed in different countries on the subject of public works, and with regard to works of an international character to endeavour in co-operation with the competent bodies of the League of Nations to facilitate the necessary collaboration between the various countries concerned.

In a similar connection the Conference also adopted by 78 votes to nil a Resolution submitted by Mr. Bramsnaes, Danish Government delegate, amd Mr. Mertens, Belgian workers' delegate, reaffirming the principles laid down in the Resolution addressed to the London Monetary and Economic Conference last year, and expressing the hope that the League of Nations would endeavour to ensure that the national economic measures contemplated, planned or in course of execution should take account of these principles with a view to reopening the channels of international trade. Moreover, in view of the possible social consequences of these measures, the Resolution also requests the Governing Body to keep abreast of current developments in order that it may consider the possibility of intervening within the limits of its competence.

A resolution relating to social conditions in the Saar Territory, submitted by Mr. Serrarens, Netherlands workers' delegate, and Mr. Jouhaux, French workers' delegate, obtained 50 votes to 10 but failed to obtain the necessary quorum for adoption.

Election of the Governing Body

The Conference elected the Governing Body of the International Labour Office for the three-year period from 1934 to 1937. The election was held under new regulations, the new Governing Body containing eight more members than the old one.

The Governing Body whose term of office expires this year was elected in 1931, and comprises 24 members, of whom 12 are Government representatives, six employers and six workers, this being the constitution prescribed by Article 393 of the Treaty of Versailles.

It may be recalled, however, that in 1922, with a view to allowing non-European countries a measure of representation more in keeping with their real importance in the Organisation, the International Labour Conference adopted an amendment to this article raising the number of members of the Governing Body to 32, *i.e.*, 16 Government representatives, eight employers' representatives and eight workers' representatives.

Up to the present time it had proved impossible to put this amendment into operation owing to the difficulties connected with the procedure provided under Part XIII of the Treaty, which stipulates that amendments shall not become operative until they have been ratified by three-quarters of the States members of the Organisation, including all the States which are members of the Council of the League of Nations. Although the first of these conditions had been fulfilled for some time, the number of ratifications registered exceeding three-quarters, the second was not yet satisfied since some of the countries represented on the Council of the League of Nations had not yet ratified the amendment. The partial renewal of the League Council each year and the alterations made in its composition had naturally made this procedure still more complicated.

It was not until the opening day of the Eighteenth Session of the Conference on 4 June, 1934, that the ratifications of all the States at present represented on the Council were obtained and the amendment adopted in 1922 officially put into operation.

This year, therefore, the International Labour Conference elected an enlarged Governing Body for the first time.

It may be recalled that eight of the Government seats on the Governing Body are reserved for the countries of greatest industrial importance, viz., Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan. As there were in future to be 16 Government seats, 8 Government representatives were to be elected. Moreover, as 6 of the 16 countries represented on the Governing Body had to be non-European countries, and 3 such—Canada, India and Japan—had permanent seats, 3 more non-European countries remained to be elected.

The Government members of the Governing Body are elected by the Government delegates to the Conference excluding those of the 8 Governments with a permanent seat on the Governing Body. The employers' and workers' delegates are likewise responsible for electing the 8 employers' and 8 workers' representatives on the new Governing Body, and under Article 393 of the Treaty, as amended, two of the workers' members elected must belong to non-European countries.

The results of the elections were as follows :—

Government Representatives : Spain, China, Poland, Finland, Argentine Republic, Czechoslovakia, Brazil, Mexico.

Employers' Representatives : Mr. Gemmill (South Africa), Mr. Olivetti (Italy), Mr. Lambert-Ribot (France), Mr. Forbes Watson (British Empire), Mr. Oersted (Denmark), Mr. Erulkar (India), Mr. Tzaut (Switzerland), Mr. Čurčin (Yogoslavia).

Workers' Representatives : Mr. Caballero (Spain), Mr. Hayday (British Empire), Mr. Johanson (Sweden), Mr. Joshi (India), Mr. Jouhaux (France), Mr. Mertens (Belgium), Mr. Tom Moore (Canada), Mr. Yonekubo (Japan).

Deputy members were also elected by the Employers' and Workers' Groups.

The new Governing Body will assume office at the autumn Session, which will be held at the end of September.

Discussion of the Director's Report

As at past Sessions, the Conference devoted several sittings to an examination of the Director's Report, an analysis of which was given in the April number of the *Monthly Summary*.

The following 52 delegates belonging to the Government, Employers' and Workers' Groups, took part in this discussion : Mr. Čurčin (Employers, Yugoslavia), Mr. Roche (Workers, Australia), Mr. Aalberse (Government, Netherlands), Mr. Li Ping-Heng (Government, China), Mr. Topalovitch (Workers, Yugoslavia), Mr. Wistrand (Workers, Sweden), Mr. Mircea (Workers, Roumania), Mr. Hayday (Workers, British Empire), Mr. Mahaim (Government, Belgium), Mr. Colbjörnsen (Workers, Norway), Mr. Douglas (Employers, Irish Free State), Mr. Asano (Employers, Japan), Mr. Krier (Workers, Luxemburg), Mr. Mehta (Workers, India), Mr. D'Avila Lima (Government, Portugal), Mr. Mannio (Government, Finland), Mr. Lalbhai (Employers, India), Mr. Yoshisaka (Government, Japan), Mr. Cianetti (Workers, Italy), Mr. Estadella, Minister of Labour, Public Health and Social Welfare of Spain, Mr. Tomas (Workers, Spain), Mr. Foroughi (Government, Persia), Mr. Serrarens (Workers, Netherlands), Mr. de Armenteros y Cardenas (Government, Cuba), Mr. Kotek (Government, Czechoslovakia), Mrs. Kjelsberg (Government, Norway), Mr. Bandeira de Mello (Government, Brazil), Mr. Olivetti (Employers, Italy), Mr. Andrews (Observer, U.S.A.), Mr. An Fu-Ting (Workers, China), Mr. Knob (Employers, Hungary), Mr. Jurkiewicz (Government, Poland), Mr. O'Connor (Government, Argentine Republic), Mr. Padron (Workers, Cuba), Mr. Kadar (Government, Hungary), Mr. Negri (Workers, Argentine Republic), Mr. Gheorghiu (Government, Rumania), Mr. Walker-Linares (Government, Chile), Mr. Hanna (Observer, U.S.A.), Mr. Leggett (Government, British Empire), Mr. Schürch (Workers, Switzerland), Mr. Jouhaux (Workers, France), Sir Bhupendra Nath Mitra

(Government, India), Mr. Bescinsky (Government, the Argentine Republic), Mr. Kolar (Government, Czechoslovakia), Mr. Riddell (Government, Canada), Mr. Forsyth (Workers, Union of South Africa), Mr. de Michelis (Government, Italy), Mr. T. Kikukawa (Workers, Japan), Mr. Roznovann (Workers, Rumania), Mr. Frick-Lemoine (Government, Bolivia), Mr. Kitaoka (Government, Japan).

In reply to the discussion on his Report, the Director, Mr. Harold Butler, expressed his gratification at the high level and wide range of the discussion which had, he said, opened up a series of new perspectives, thrown out a number of new ideas and suggested a number of new tasks for the Office and the Organisation. In other words, it had been a proof of the growing vitality of the Organisation and of the constructive spirit in which the Conference was attacking its problems. The main object of his Report had been to present facts not theories, and if it had served any useful purpose, that purpose lay in the attempt to show that there were a number of real things happening in the world which did not altogether fit in with some of the theories on which the world had proceeded in the past.

The speaker then went on to point out the close relation between questions of social and economic policy.

" That does not mean," he continued, " that social policy must be entirely subordinated to economic policy. It is untrue in my view that the destruction of social legislation, the writing off of social charges by abolishing social insurance, the wiping out of collective agreements through the suppression of trade unions, would make a better economic world. All these things are necessary to political and social stability without which there can be no economic stability. Even if it were true that by suppressing the whole social scheme which had been built up by legislation and by collective agreements one would improve the economic situation, it must be remembered that this life is not made up of economics, that there are human needs and psychological satisfactions which enter into economic life and play quite as important a part in it as the bank rate or the price of industrial securities."

The perfect economic world in which perfect economic animals react automatically to economic motives had never existed, and the desire to return to a golden age in which there was no interference with the operation of economic forces, where such forces were enabled to play freely in a kind of vacuum, was a chimerical desire.

But if it was true, on the one hand, that social policy could not be divorced from economics, it was equally true that economics could not be divorced from social policy. It was impossible to consider economic policy without reference to economic and monetary facts. The real problem now was how to increase work and how to create more wealth in order that wages might be raised, social services expanded and a higher standard of living achieved. It was at this point that the controversies which had run through the debate came into play—the controversy between the deflationists and the inflationists, that on the National Recovery Administration policy, and that on the question of planning. In connection with the United States' policy, the Director took the opportunity of congratulating the American observers on the remarkable summary of the recovery measures in their country which they had given the Conference.

In the course of the debate much had been said about planning, or, as it might perhaps better be called, economic control. The Director had indeed been accused by several speakers of partiality to ideas of economic organisation, some of which he would be very loth to accept. What he had tried to do in his Report was to show that at present there is a great deal of confused thinking on the whole subject. He had pointed out that all social legislation and all collective bargaining was to some extent an interference with the free play of economic forces, an interference deliberately conceived with a social purpose in view. The value of social protection and the healthy influence of agreements freely negotiated between representative bodies of employers and workers was hardly open to serious doubt, and with planning and control of that kind he would most certainly be in sympathy. This was indeed the basic notion upon which the International Labour Organisation was founded. Whether, therefore, economic control was definitely directed towards social progress, he for one would unhesitatingly favour it.

" But there are some forms of economic planning," continued the speaker, " which are certainly not socially desirable. For instance, there is the kind of economic control which has been constituted in many countries as an emergency measure in the sphere of international trade. The type of State intervention which has stifled the flow of international trade by systems of quotas and tariffs cannot be regarded as a desirable type of economic planning. Its result has been to reduce the value of international commerce to one-third of its former level, and I should most thoroughly agree with the various speakers who have emphasised the necessity of restoring a large measure of freedom to international exchanges before the world can really hope for prosperity. But one cannot ignore the fact that this type of State intervention has been introduced for the protection of national industries and usually at the demand of national industries. In the long run it may perhaps largely defeat its own object. But if industrialists as a whole all over the world were to combine in a movement for removing such restrictions, their influence would unquestionably produce very far-reaching improvements in the present situation.

" Nevertheless, it would be an idle dream to suppose that there is any likelihood of the world returning to free trade or anything approaching it. The real problem is, how is it possible to reconcile the national economic systems, which have been built up behind tariff walls and exchange restrictions, with the need for freer movement of goods, capital and services between nations, a need which is being more and more acutely felt ? The solution of this problem is bound up with that of increasing the world's wealth in order to raise the standard of living and to expand social services.

" Intelligent control of the monetary system, a more equitable distribution of income, a better equilibrium between industry and agriculture, are the legitimate objects of this type of planning, which aims at achieving the economy of abundance which the technical progress of production has now placed within our reach. Every experiment in this type of control is bound to command the sympathy of all who believe in social progress; but it would be idle to ignore the difficulties which beset its practical realisation.

" The whole matter may be summed up in three questions. Firstly, what is planning? Secondly, how does it affect the workers? Thirdly, how can the development of national planning be reconciled with an international economic system? These are the questions which I believe the Office is bound to study far more thoroughly than it has yet attempted to do.

" No one is yet in a position to answer any of these three questions with assurance. The fact that various types of economic control or of planned economy are being introduced in one country after another is, however, incontrovertible. It is a fact to which we here would be foolish to shut our eyes. It is futile to say that it would have been much better had this never happened and had the world stuck to its old practices of the nineteenth century. For better or for worse, it has abandoned them in a large degree. We are therefore bound to face the fact frankly and openly, to analyse its importance and to try to deduce its consequences.

" That, as I can see it, is one of the chief tasks of the Office, a task to be undertaken not with any predilection in favour of one particular type of planning or economic organisation, but with a general desire to discover what types are likely to promote, and what types are likely to obstruct, the course of social progress."

Proceeding, the Director said it had been suggested that the Office should investigate the social effects of monetary measures. This was part of its duty, though it should not adopt any doctrinaire position. Some speakers seemed to suggest that he favoured the depreciation of national currencies as a means of securing an undue proportion of world trade. But the disrupting influence of currency devaluation in any international relationship needed hardly any proof, and he had insisted more than once on the necessity of stabilisation as a first measure towards general recovery. In saying this, he did not presume to criticise the countries which had been forced to abandon the gold standard. Nor did he suggest that Japan had deliberately provoked deflation for commercial reasons. But he entirely agreed with those who said that stabilisation of the exchanges on some equitable basis was one of the most urgent steps towards restoring the flow of international commerce, without which the standards of living and labour conditions everywhere must remain in peril.

There was, however, a second type of monetary action entirely different from exchange depreciation. It consisted in taking deliberate steps to increase the volume of effective demand on the whole market by means of controlled public expenditure, financed, if necessary, by controlled credit expansion. Such action, if successful, made for a type of recovery which benefited other nations instead of handicapping them. It made for a larger production and a wider distribution of material goods. Policies of this kind were sometimes misunderstood because they were described simply as public works policies. Public works were not, however, an end in themselves, but a means of stimulating the economic organism. No one could deny the far-reaching influence which expansion of credit through public expenditure might produce on the lot of the unemployed and on the state of business. The question was, therefore, one to which the Organisation was bound to pay heed.

Turning to the question of contact with Member States, the Director said that he fully realised the necessity of maintaining touch between the staff of the International Labour Office and the outside world. There were two chief methods by which this could be done—first, by means of contact with experts who came to the Conference or to meetings of Committees, and, secondly, by means of visits by members of the staff to different countries. In this connection, he would like to say with what interest he had followed the speeches made by the four Japanese delegates during the last few days.

The Japanese employers' delegate had pointed out that in 1929 the exports of Japan amounted to 970 million gold dollars, whereas in 1933 their value had fallen to 366 millions. The statistics of the League of Nations also showed that the quantity of Japanese exports, in metric tons, rose from 517,000 in 1929 to 609,000 in 1933, the latter figure showing an increase of about 40 per cent. as compared with the low point of 1931, when the volume was 441,000 tons. He recognised, however, that it was impossible to compare these two sets of figures, neither of which perhaps gave an entirely true picture of the situation.

As regards China, he realised the difficulties with regard to factory inspection which had been described by the Chinese Government delegate, and agreed with him that a solution was possible if the question was approached from the social rather than the political standpoint. He could only assure the Chinese Government that the Office was always prepared to tender its services in order to seek a solution for such problems.

The Office had been accused of pushing the Conference towards Conventions beyond the standards of the most advanced countries. He would remind the Conference that the Blue Reports were drawn up on the basis of the replies of the majority of the Governments, and that therefore the proposals they contained were necessarily in accordance with the practice in a considerable number of countries. In some cases it might be true that the proposals were in advance of the practice of a number of countries; but in other cases, of which there had been one illustration during the present Session, the drafts put forward by the Office were considerably below the standard already achieved by some of the more advanced countries.

It had also been said that the Conventions ought to take more account of the differences in economic and social conditions which existed in different parts of the world. This was a suggestion which he had always viewed with a certain amount of sympathy, and he would like to see more efforts made to follow the precedent set at Washington of including special clauses to deal with the conditions of particular countries when this was necessary It was better to have a certain amount of elasticity in Conventions than to draft them on too rigid a plan.

After referring to the proposals put forward on the subject of special regional relationships, the Director turned to the question of possible constitutional changes in the Organisation. " No constitution," he said, " is eternal. Change is the condition of life, and therefore flexibility is a necessary attribute of any constitution which is destined to survive. Indeed, we have just effected one important change by modifying Article 393. We may have to effect other changes as circumstances require them. As the Organisation becomes more universal in scope and in its activities, measures of adaptation may well be needed.

" Proposals for constitutional change, however, always need very careful consideration and very careful timing. If put forward prematurely, they are liable either not to be accepted at all or, if accepted, to be dangerous. I suppose I am influenced by my British outlook on problems of this kind. I have been brought up under a Constitution which has never been embodied in a written document, which is extremely flexible, but at the same time very tenacious in its traditions. My instinct, therefore, is against embarking on changes which have not made themselves already inevitable through the pressure of circumstances. I believe in the logic of events, which, if allowed to work itself out, confers on change the gentler guise of evolution, a purpose to which every living organism is subjected by the laws of its growth, and to which this Organisation has already shown itself capable of responding.

" We must therefore proceed cautiously and slowly, holding fast to the root principles of the Organisation and to the traditions which it has built up, but not wedded in a blind conservatism to methods which no longer correspond to present conditions."

" The next few years," proceeded the speaker, " may bring many new developments. Indeed, one development of great importance is perhaps foreshadowed by the authorisation granted last week to the President of the United States of America, by large majorities in both Houses of Congress, to accept membership of this Organisation. No single event would be more welcome to every member of this Conference than the decision of the United States of America to take a full part in our work, with the high purpose and the wide experience which the American people bring to bear on the social problems with which we are all contending.

" In his interesting survey of the National Recovery programme, Mr. Andrews said that he was impressed by the similarity between the ideals of social progress of the International Labour Office and those of the Federal Administration of his country. I believe that everyone who understands the spirit in which the great national effort towards economic recovery and social reconstruction is now being carried out in the United States under the leadership of its President will agree with that statement. This is why we have all been happy to welcome the full delegation of official observers which the President of the United States of America has sent us this year, and why we ardently hope to welcome American delegates, with full powers, within a future which we trust will not be distant."

In conclusion, the Director said: " We are groping forward in a time of uncertainty and transition. A bitter conflict is proceeding between the forces of economic nationalism and those striving for close commercial relations between neighbours, to the mutual advantage of their trade and industry and to the mutual benefit of their employers and workers.

" The sense of this Conference is clear enough. There seems to be general agreement in all its sections, among planners and anti-planners alike, that it is only by stopping economic warfare waged on the vain principle of autarchy, and by the revival of friendly economic interdependence between nations, that unemployment can be banished and prosperity restored. Speaker after speaker has emphasised the peril in which the world stands, unless it returns to the high road of international co-operation from which it has wandered. . . . One speaker went even further, and asked that the Office should undertake to work out 'a new synthesis of our economic system.' That, I fear, is a task considerably beyond the powers of the Office, or its strength at the present moment. But it is just such an international synthesis that the world most needs. It will be a work of many years, fraught with many disappointments, requiring infinite labour and patience, and I believe that we have our part to play in it.

" If this Organisation had not existed, I am convinced that the social evils produced by the depression would have been far graver than they have actually been, little as anyone is disposed to minimise them.

" We may well hope that the worst is now over; but recovery is very slow and cannot be expected to accelerate unless a vigorous effort towards international reconstruction is made. What is now wanted is a lead, a lead inspired not merely by a nice calculation of immediate gains and losses, but by a vision of the immense possibilities of the future. It is only by a new start—a new international deal—that the balance between production and distribution, between industry and agriculture, the stabilisation of exchanges and the resumption of international trade, can be achieved. Only then will the spectre of unemployment fade and the way to higher wages and expanding purchasing power be opened.

" When this lead is given, when the time comes to rebuild the international economic edifice on broader and surer foundations, this Organisation will be called upon to bear its share of the burden and its share of the honour, to which its constancy to its principles during these times of trial will have most fully entitled it."

The President of the Conference, Mr. Justin Godart, in his closing speech also summed up the results of the Session as of an encouraging nature. He added, however, that he was sure no delegate would go away feeling entirely satisfied because the Conference, which was popularly described as the Conference on the 40-Hour Week, had not fulfilled on this point the hopes that were placed in it.

" Should we, then, be discouraged? No. To set a world, heavy with routine, on the road to that evolution towards which it should continuously move cannot be the task of a single day or of a single Conference. To establish the eight-hour day, twenty-five years of international effort were required of the workers. As a matter of fact, on the question of the forty-hour week, actual conditions of production have outrun legislation; but such legislation is essential to provide guarantees of all sorts, and I am convinced that it is desirable that legislation should come as soon as possible.

"Here plain speaking is necessary, especially for those of us who are heart and soul attached to this Organisation. A danger for the Organisation is apparent in the attitude adopted by one of the Groups of the Conference on the question of the reduction of hours of work, and the danger is greater in that it is negative. It is possible to combat it when it is positive. There is no defence against abstention.

"Such abstention, it will be said, is a right. Lawyers admit that a right may be abused. Is not a right abused when it is exercised not individually, but by concerted agreement, in an assembly in which the equilibrium is based on Part XIII, on the representation of three Groups? If one Group or another fails at any time to collaborate, the edifice for the stability of which that Group is partly responsible begins to totter. I am not passing judgment. I am giving a warning. For the future of the Organisation, it is essential to study and solve the serious problem raised by the refusal of a Group to exercise its place in a Committee, and by its abstention where such abstention paralyses the Conference, as a result of the rule of the quorum.

"Fortunately the Conference sky, overcast as it was by this dark cloud, has cleared and has become brighter than before, resplendent in the constellation of the flag of the United States of America. This Conference will be epoch-making in the history of labour and of peace."

Mr. Riddell (Government, Canada), for the Government Group, thanked the President for the able and impartial manner in which he had presided over the deliberations of the Conference.

Mr. Gérard (Employers, Belgium), Vice-President of the Conference, associated the Employers' Group with this expression of appreciation and with the President's thanks to the staff. The President, he added, had addressed a warning to the Employers' Group in regard to their attitude on the forty-hour week. That Group must make every reservation on this statement. The Employers' Group had a right to act as it did to protect the interests committed to its keeping.

Mr. Johanson (Workers, Sweden), Vice-President of the Conference, said the workers expected much from the International Labour Organisation. In some respects the work of this Session had not been entirely satisfactory to them; but it could not be denied that good and conscientious work had been done. He would quote the words of a great poet of his country, who implored God to give to human beings the spirit of youth, looking always towards the future with hope and imagination.

It may be noted in conclusion that 48 States Members were represented at this, the Eighteenth Session of the Conference, while, in addition to the United States, Egypt, although not a Member of the Organisation, had sent observers to attend the Session as in the past two years.

HOURS OF WORK IN COAL MINES.

A Tripartite Meeting, convened by the Governing Body with a view to facilitating the simultaneous and early ratification of the Draft Convention limiting hours of work in coal mines to 7¾ a day, was held in Geneva on 26 and 27 June.

The seven countries named in Article 18 of the Convention as the chief coal-producing countries in Europe were invited to this meeting, viz., Germany, Belgium, France, Great Britain, the Netherlands, Poland and Czechoslovakia. Each of these countries, with the exception of Germany, was represented by delegates of Governments, mine-owners and miners. The Governments of Chile, Hungary, Italy and Spain were also represented. Mr. Picquenard, French Government Representative, was unanimously elected chairman, and Mr. Lee (Employers, Great Britain) and Mr. Delattre (Miners, Belgium) were appointed as vice-chairmen.

After a detailed discussion, the meeting rejected by 9 votes to 6 a resolution submitted by the Workers' Group expressing the opinion that all the difficulties raised against ratification of the 1931 Convention by certain Governments could be solved within the framework of the Convention as it now stands.

The Chairman held that by this vote the majority of the meeting had expressed the view that the points raised by various Governments should be taken into consideration, and that in order to remove the obstacles in the way of simultaneous ratification the Governing Body of the International Labour Office should be asked to consider the possibility of partially revising the 1931 Convention on one or more of the following points brought up by Governments:

(1) Sunday work;
(2) Continuous work;
(3) Underground storemen, enginemen and drivers;
(4) The weekly change-over of shifts in the case of men in charge of underground ventilators and pumps;
(5) The "spread-over" whereby the daily limit might be exceeded within a weekly or a fortnightly limit in order to allow of the granting of an extra half-holiday during the week or a whole holiday once a fortnight.

The meeting instructed the Office to communicate to the Governing Body the record of its sittings in order that the Governing Body might be informed of all the arguments brought forward by the members of the three Groups.

SIXTY-SEVENTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Sixty-seventh Session at Geneva on 1 June, under the chairmanship of Mr. Bramsnaes (Denmark).

Miscellaneous Reports.—The Governing Body took note of the record of the meeting which the Committee of Experts on Native Labour held at the International Labour Office from 30 April to

5 May, and of the report on the meeting held by the officers of the Advisory Committee on Professional Workers on 24 April.

The Governing Body also considered the Report of the Director of the International Labour Office on the work of the Organisation.

Enlargement of the Governing Body.—The Director, Mr. Harold Butler, informed the Governing Body that since its last Session the amendment to Article 393 of the Treaty of Versailles, providing that the number of seats on the Governing Body should be raised from 24 to 32, had obtained two more ratifications, so that only the ratification of the Argentine Republic was still lacking to enable the amendment to come into operation. This ratification was in fact received before the opening of the International Labour Conference, so that the latter was able to elect a new Governing Body in the enlarged form provided for in the amendment to Article 393.

Missions.—The Director gave the Governing Body some impressions of his visit to Rumania, Bulgaria and Yugoslavia. He expressed his thanks to the Governments and employers' and workers' organisations of those countries for the welcome they gave him.

The Governing Body also considered a short preliminary report on the mission carried out by Mr. Fernand Maurette in China and Japan. A final report on the mission, which will be of a more detailed character, will be drawn up later.

Mr. Yoshisaka, Japanese Government representative, congratulated Mr. Maurette on the admirable way in which he had carried out his mission in Japan, and paid a tribute to his impartiality.

Mr. Jouhaux, French Workers' representative, pointed out that the question of labour in Japan was one of special interest to the workers. The final report which Mr. Maurette was to submit to a subsequent Session would certainly assist in throwing light on the problems which arose in that connection.

Mr. Oersted, Danish Employers' representative, said that the question was also one of great importance to the employers' group. He was certain that Mr. Maurette would draw up his final report in an absolutely impartial way.

Mr. Hoo-Chi-Tsai also thanked Mr. Maurette on behalf of the Chinese Government.

The next Session of the Governing Body will be held at Geneva at the end of September.

CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE

The Eighth Session of the International Labour Office Correspondence Committee on Industrial Hygiene was held in Geneva on 21, 22 and 23 June, 1934. Medical experts from the following fourteen countries were present: Austria, Belgium, Czechoslovakia, Denmark, France, Great Britain, Italy, Japan, Netherlands, Norway, Poland, Portugal, South Africa and the United States of America.

The agenda included the questions of medical service in industry, the medical inspection of factories, manganese industrial poisoning, sulphuretted hydrogen, the labelling of the containers of toxic products for use in industry, and the standardisation of radiographic methods in the treatment of silicosis.

The Committee adopted resolutions on these questions for submission to the Governing Body of the International Labour Organisation.

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THE UNITED STATES A MEMBER OF THE INTERNATIONAL LABOUR ORGANISATION

On 20 August, 1934, Mr. Prentiss B. Gilbert, representative of the United States Government at Geneva, handed to Mr. E. J. Phelan, Acting Director of the International Labour Office in the absence of Mr Harold Butler, the Director, the official acceptance by the United States of the invitation to become a Member of the International Labour Organisation.

The acceptance of the United States was conveyed by the following letter addressed to Mr. Harold Butler, Director of the International Labour Office :—

" SIR,

" In your letter to me of 22 June, 1934, you advised that the International Labour Conference had unanimously adopted a resolution inviting the Government of the United States of America to accept membership in the International Labour Organisation, and there was transmitted with your letter a copy of the resolution, which in extending the invitation states ' that such acceptance involves only those rights and obligations provided for in the Constitution of the Organisation and shall not involve any obligations under the Covenant of the League of Nations.'

" I am now writing to say that, exercising the authority conferred on him by a joint resolution of the Congress of the United States approved 19 June, 1934, the President of the United States accepts the invitation heretofore indicated, such acceptance to be effected on 20 August, 1934, and, of course, subject to understandings expressed in the Conference resolution, and has directed me to inform you accordingly.

" Yours respectfully,

" (Signed) PRENTISS GILBERT."

The invitation to which this letter is a reply was adopted unanimously by the International Labour Conference on 22 June in the following resolution :

" The International Labour Conference

" Takes note of the communication of 22 June, 1934, addressed to the Director of the International Labour Office by the authorised representative of the Government of the United States of America,

" Heartily welcomes the decision of the Congress of the United States authorising the President to accept on behalf of the Government of the United States Membership in the International Labour Organisation recalling that it has always been the firm conviction of the Organisation that its ends could be more effectively advanced if the Membership of the Organisation could be made universal,

" Hereby decides

" To invite the Government of the United States to accept Membership in the International Labour Organisation, it being understood that such acceptance involves only those rights and obligations provided for in the constitution of the Organisation and shall not involve any obligations under the Covenant of the League of Nations,

" And further decides

" That, in the event of the Government of the United States accepting Membership, the Governing Body is hereby authorised to arrange with the Government of the United States any questions arising out of its Membership, including the question of its financial contribution."

MAINTENANCE OF RIGHTS UNDER INVALIDITY, OLD-AGE, AND WIDOWS' AND ORPHANS' INSURANCE IN THE CASE OF WORKERS WHO TRANSFER THEIR RESIDENCE FROM ONE COUNTRY TO ANOTHER

The question of the maintenance of rights in course of acquisition and acquired rights under invalidity, old-age and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another was discussed for the first time at the eighteenth Session of the International Labour Organisation, which was held in Geneva last June.

In consequence of this first discussion the Conference placed the question on the Agenda of the 1935 Conference for second discussion, in accordance with its ordinary procedure, and adopted the draft conclusions fixing the points on which the Governments were to be consulted for the purpose of that discussion.

On the basis of these conclusions of the Conference, the International Labour Office has prepared a questionnaire which will serve for the consideration of international regulations in the form of a Draft Convention. This questionnaire is submitted to the Governments for their consideration, and the replies received by the Office will serve as a basis for a final report for submission to the nineteenth Session of the Conference with a view to final decision.

EMPLOYMENT OF WOMEN ON UNDERGROUND WORK IN MINES OF ALL KINDS

In pursuance of the decision of the eighteenth Session of the International Labour Conference, which was held in Geneva last June, the International Labour Office has sent to all the Governments of the States Members a questionnaire concerning the advisability of adopting international regulations to prohibit the employment of women on underground work in mines of all kinds.

It will be remembered that this question, which is of especial interest to extra-European countries, was discussed by the Conference for the first time this year. In consequence of this first consideration of the question, the Conference decided to place it on the Agenda of the next Session and approved the points on which the Governments were to be consulted with a view to the second discussion in 1935. It is in accordance with these decisions of the Conference that the International Labour Office has prepared the questionnaire, which covers such points as the principle of international regulations prohibiting the employment of women on underground work in mines, the form of such regulations (a Draft Convention rather than a Recommendation), their scope, etc.

COMMITTEE OF EXPERTS ON ECONOMICAL PRESCRIBING IN SICKNESS INSURANCE

A meeting was held at the International Labour Office on 9, 10 and 11 July of a Committee of Experts comprising administrators, medical advisers to sickness insurance funds, representatives of professional associations of doctors and experts in public hygiene, to study the problem of economical prescribing in sickness insurance schemes—that is, of prescribing the most effective drugs at the lowest possible cost.

The subject is an extremely delicate one on account of the many conflicting interests involved, but this exchange of national experience proved a complete success, and the Committee unanimously adopted a large number of guiding principles for economical prescribing, together with proposals for their practical application and supervision in national sickness insurance schemes.

THE I.L.O. YEAR-BOOK 1933

Under the above title the International Labour Office has published the fourth issue of its annual survey of social legislation and labour conditions all over the world.

The first part of the *Year-Book* reviews the position and work of the International Labour Organisation during the past year, under the heads of composition, relations with States, Sessions of the International Labour Conference, relations with employers' and workers' organisations, important private associations, the Church, etc.

Economic developments, conditions of work, social insurance, wages, unemployment, placing, migration, the living conditions of the workers, their general rights, and special problems of certain categories of workers are then dealt with in turn.

An interesting feature not contained in previous editions is the appendix, in which an attempt is made to compile an international year-book of labour statistics. More than a hundred pages of statistical tables concerning wages, employment and unemployment, cost of living and consumption, migration, collective agreements and industrial disputes are given, so that the *Year-Book* may now be regarded as a work of reference also in this field.

A further section contains a directory—names, addresses, membership, etc.—of the international trade union federations, international federations of crafts and industries (international trade secretariats), and national trade union federations.

Lastly, there is a table showing the state of ratifications of the International Labour Conventions; and an index.

Taken as a whole, the *Year-Book* is unique—a mine of information on social affairs in all countries—and there is no need to stress its value to Government departments and services, private institutions, occupational organisations, and everyone wishing to keep up with social developments.

STANDARD CODE OF INDUSTRIAL HYGIENE

Under the above title the International Labour Office has just published an outline of the principles under which any system of regulation of industrial hygiene should be based.

It may be remembered that, according to the programme drawn up by the International Labour Conference at its First Session in Washington, 1919, the International Labour Office was instructed to pursue the task of protecting the workers' health with which it was entrusted under Part XIII of the Treaty of Versailles, first of all by recommending suitable measures for safeguarding the health of workers whose occupations exposed them to specific dangers. The Office therefore undertook in the first place the study of special problems such as those of industrial anthrax, the regulation of the use of white lead in painting, etc.

But however urgent and important this work might be, it did not absolve the Office from the duty of considering also the lot of those millions of workers employed in factories, workshops and offices who, without incurring specific risks, are nevertheless exposed to all the dangers to health involved in unhygienic conditions of work. For this reason the Office has judged it important to engage without further delay in the study of problems of industrial hygiene from a more general aspect, both in the interests of the health of the workers and with a view to the improvement of production and the furtherance of social progress.

This is the origin of the *Standard Code* which it has prepared, with the assistance of the experts on its Correspondence Committee on Industrial Hygiene, and has now published. The object has not been to produce a document which might serve as a basis for international Conventions or a standard system of regulations which the Office might submit to the States Members in the hope that it might be adopted in its entirety. The purpose has rather been to focus opinion on rules which, without losing sight of the numerous climatic, political and economic differences between countries, might in each State inspire either new measures or the amendment of existing provisions, and also serve as a guide for those concerned with the health of the workers. The volume is a summary of the results of the experience of certain industrial countries in the field of industrial hygiene.

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Note.—All the above publications are published in English and French. In addition those marked* are published in German. *Studies and Reports* (see under 11) are published in English and French and occasionally in German.

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Monthly Summary of the

International Labour Organisation

1934. No. 9 SEPTEMBER

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NEW MEMBERS OF THE ORGANISATION

Within the last few days three States hitherto outside the League of Nations and the International Labour Organisation have become Members.

On 18 September, during the Fifteenth Session of the Assembly of the League of Nations, the Union of Socialist Soviet Republics was admitted to membership.

On 27 September, the Kingdom of Afghanistan was admitted by the Assembly.

On 28 September, the Republic of Ecuador notified the Secretariat of the League that it had decided to ratify the Treaty of Versailles (to which it was a signatory but which it had not ratified) in respect of those parts which embody the Covenant of the League and the Constitution of the International Labour Organisation.

The total membership of the International Labour Organisation is thus brought to 62 States.

THE SIXTY-EIGHTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Sixty-eighth Session of the Governing Body of the International Labour Organisation was held at Geneva on 26, 27 and 28 September, 1934. In many respects this was a Session of exceptional importance.

To begin with, it was the first Session of the Governing Body since its enlargement (thirty-two members instead of twenty-four) by application of the new provisions of Article 393 of the Treaty of Peace. The discussions have thus become of more direct interest to the additional countries represented.

Further, during this Session the Governing Body recorded the entry into the Organisation of two great industrial countries—the United States of America and the Union of Socialist Soviet Republics—the former having joined the Organisation directly on 20 August, 1934, and the latter having become a member of the Organisation in consequence of its admission to the League of Nations.

These events will no doubt figure in the history of the Organisation as of capital importance.

During the Session the Governing Body took various important decisions.

The resolution it adopted on the question of the forty-hour week means that this question has been placed on the Agenda of the 1935 Session of the International Labour Conference. It is proposed that a Convention should be adopted at that Session which would not only approve the principle of the reduction of hours of work in all economic activities, but would in addition apply this principle at once to a certain number of specified industries, its gradual application to other industries being left to subsequent Sessions of the Conference for decision.

The Governing Body further decided to open the procedure for the partial revision of the 1931 Convention limiting the working day of underground workers in coal mines to seven and three-quarter hours. This decision, which is intended to facilitate ratification of the Convention, will make it possible to consider amendments on the various practical points to which different Governments have drawn attention on account of the technical difficulties they involve, and also—as requested by the workers' group—on the actual number of hours fixed by the Convention, with a view to the possibility of a further reduction.

The discussion on Mr. Maurette's report on his mission to Japan gave rise to a very instructive exchange of views on a problem which is exciting public opinion throughout the world.

Finally, it should be noted that at the beginning of the Session the Governing Body elected its officers. In accordance with the Standing Orders it elected a new Chairman for one year. It chose Mr. de Michelis, Italian Government representative, who has taken an active and loyal part in the work of the Organisation from its inception.

A brief account of the discussions is given below, question by question.

In opening the Session, the retiring Chairman, Mr. Bramsnaes (Denmark), referred to the fact that since the last Session in June two new Members had joined the International Labour Organisation : the United States and the Soviet Union.* He warmly welcomed the new Members and expressed his opinion that their collaboration would help in the development of social progress throughout the world, the chief aim of the Organisation. He then welcomed the new members—Government, employers' and workers' representatives—of the Governing Body.

The representatives of the Argentine Republic, Mexico, and China thanked the Chairman in the name of their respective countries.

Election of Officers

Just before the annual election of the officers was to take place, Mr. Picquenard for the Government group, Mr Olivetti for the employers' group, Mr. Mertens for the workers' group, and Mr. Harold Butler for the International Labour Office expressed their appreciation of the way in which Mr. Bramsnaes had filled his office during the past year. Mr. Bramsnaes thanked his colleagues for their tributes, which he deeply appreciated.

Mr. de Michelis, Italian Government representative, was then appointed Chairman of the Governing Body for the year 1934–1935.

In taking the chair, Mr. de Michelis expressed his gratitude to his colleagues and praised the work of all his predecessors from the late Arthur Fontaine to Mr. Bramsnaes, who although he ceased to be Chairman would continue to work with the Governing Body, since Denmark had named him as Deputy Member for Spain.

The Chairman then emphasised the importance of the increased membership of the Governing Body and of the entry of the United States and the Soviet Union into the International Labour Organisation. This new situation, he said, raised new problems, which the Governing Body would attempt to solve in a spirit of understanding and justice. The strengthened authority which resulted for the International Labour Organisation ought also to lead to greater activity and output.

The following were then elected :—

Government Vice-President : Mr. Riddell (Canada).

Employers' Vice-President : Mr. Oersted (Denmark).

Workers' Vice-President : Mr. Mertens (Belgium).

Revision of the Convention limiting Hours of Work in Coal Mines

The Governing Body considered the record of the proceedings of the tripartite meeting which it had convened in order to facilitate the simultaneous ratification in the near future of the 1931 Convention on hours of work in coal mines.

It will be remembered that this meeting was held at Geneva on 26 and 27 June, and that representatives of Belgium, Czechoslovakia, France, Great Britain, the Netherlands, and Poland took part. Certain Governments having explained that they would meet with difficulties in the application of some of the provisions of the Convention, the question arose of considering the partial revision of the Convention on certain specific points in order to allow of simultaneous ratification by the chief coal-producing countries of Europe, which were enumerated in the Article of the Convention dealing with its coming into operation. The Governing Body had to decide what action should be taken.

During the discussion of the question several speakers from all three groups expressed their sympathy for the victims of the recent mining disaster in North Wales.

As regards the subject under discussion, the workers' representatives opposed the revision of the 1931 Convention, since they held that the difficulties referred to could be solved within the present framework of the Convention. They added that if nevertheless the procedure for revision were to be opened, they would demand that the revision should deal not only with the points raised by various Governments as causing difficulties in regard to practical application, but also with the number of hours of work fixed by the 1931 Convention in order to reduce still further the hours worked in coal mines.

The employers' group opposed the opening of the procedure of revision, just as it had been opposed to the holding of the tripartite meeting, which it felt served no useful purpose. At this meeting Germany, one of the seven coal-producing countries specifically named in the Convention, was absent, and the six others held to their decision not to ratify unless all seven ratified simultaneously inside the framework of the Organisation. Moreover, even if the seven European countries ratified, there still remained the danger that coal-producing countries outside Europe would not feel bound by any obligation to ratify, and the resulting competition would certainly be a serious matter for the whole community, for workers as much as for employers. Besides, revision would not remove the danger of the competition of cheaper sources of power, in particular water-power and oil. These economic reasons, which prevented the employers' group from supporting the Draft Convention in 1931, still existed to-day in their entirety, and the proposed revision, which would deal with technical points only, did not dissipate them.

After prolonged discussion the Governing Body decided by 21 votes (12 Government and 8 workers' representatives) to 8 (employers' representatives) to open the procedure for revision of the 1931 Convention on hours of work in coal mines.

A proposal by Mr. Forbes Watson (employer, Great Britain) to send to the Governments a record of the tripartite meeting and ask for their observations on all the Articles of the 1931 Convention was rejected by 20 votes to 7.

By 19 votes, without opposition, the Governing Body decided to communicate to the Governments the five points noted by the tripartite meeting as raising difficulties in connection with practical application.

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* At that date the Assembly of the League of Nations had not yet approved the admission of Afghanistan, and Ecuador had not yet notified the Council of the League of its adhesion.

Finally, by 17 votes to 6, on a proposal by the workers' group, the Governing Body agreed also to communicate to the Governments a sixth point, raising the question of limiting hours of work in coal mines to a smaller number than that laid down in the 1931 Convention.

The Director's Visit to the United States and Mexico

In connection with the discussion on the Director's Report on the activity of the Organisation, Mr. Harold Butler notified the Governing Body of his intended visit to the United States immediately after the Session then in progress. The Director has thus acted on the invitation to attend the annual Convention of the American Federation of Labour which was extended to him by Mr. John Lewis at the last Session of the International Labour Conference and was subsequently confirmed by Mr. Green, President of the Federation.

The representative of the Mexican Government, Mr. P. de Alba, expressed the satisfaction of his Government that Mr. Butler also proposed to visit Mexico during his trip to America. He assured the Governing Body that the Government and the employers' and workers' organisations of Mexico would be glad to profit from the Director's visit to consult him on various technical problems, and he felt sure that Mr. Butler would be interested to see on the spot the results of the application of Mexican social legislation.

Mr. Maurette's Mission to Japan

The Governing Body then considered the report submitted by Mr. Fernand Maurette, one of the Assistant-Directors of the Office, on his mission to Japan last April.

Mr. Oersted (employer, Denmark) congratulated Mr. Maurette on his excellent report, and hoped that it would be published by the International Labour Office.

Mr. Yoshisaka (Japanese Government representative) praised the value and objectivity of the report and endorsed the wish for its publication. He said that the report would help to spread a better knowledge of Japanese labour conditions. These had improved during the last few years and the Japanese Government took the greatest interest in the welfare of the working classes. In regard to the charge of "social dumping," Mr. Maurette's report showed clearly that such dumping did not exist in Japan. Mr. Yoshisaka then made a few observations on certain points in the report referring to small undertakings and the "family system." In conclusion, he expressed the wish that the International Labour Office should institute similar enquiries in all the countries belonging to the Organisation, taking into account, as for Japan, their economic, geographical, ethnological, and other special conditions.

Mr. Kupers (worker, Netherlands) also spoke of the interest of Mr. Maurette's report and noted among other things the statement that, from the point of view of equipment and organisation, Japanese industry is at present as efficient as industry in Europe and America. This showed that Japan had no further right to exceptions such as were allowed for in the International Labour Conventions. When the Conference draws up future Conventions on international working conditions, Japan should be placed on the same footing as the countries of Europe and America.

Mr. Picquenard (Government, France) added his congratulations on the report and urged its publication.

Mr. Jouhaux (worker, France) also praised the report and emphasised the seriousness of Japanese competition, which threatened industrial activity and the conditions of the workers in many countries. It was possible that there had not been systematic efforts in Japan to effect "social dumping" in order to reduce costs by lowering the conditions of labour, but it was none the less true that actual conditions in Japanese industry amounted to dumping. Such being the case, workers in other countries could not accept the situation from a purely objective standpoint. They reminded the Japanese Government that it was not enough merely not to diminish the Japanese workers' standard of living: it should be raised. The workers who had achieved higher standards should not be forced to give them up, but those on a lower standard should advance, for without that civilisation would be an empty word.

Mr. Joshi (worker, India) saw in the report an important step towards strengthening the relations between the International Labour Organisation and Far-Eastern countries. It was very important that the Organisation should clearly understand working conditions in Asia. He added that Asiatic workers did not want their conditions of life to be a danger to the workers of other countries. They wished to obtain conditions at least equal to those existing in the most advanced countries. The amelioration of working conditions in the East should be one of the main objects of the International Labour Organisation.

Mr. Schürch (worker, Switzerland) agreed with the observations made by Mr. Kupers and Mr. Jouhaux.

Mr. Yoshisaka (Japanese Government representative) replied to the arguments made by the workers' group. He stated that he also felt that the situation of Japanese workers should continue to be improved, but this could be done only if the situation of the other classes of the population improved at the same time, since social progress depended on economic progress. He pointed out that only some of the Conventions adopted at the 1919 Conference at Washington contained special clauses for Japan, and that these were not to be found in the Conventions adopted since.

Mr. Leggett (Government, Great Britain) expressed the opinion that Mr. Maurette's report should be published under the author's name.

This was agreed to.

The Forty-Hour Week

The Governing Body then considered the question of the forty-hour week. It had to decide what steps to take in pursuance of the resolution adopted on the question by the International Labour Conference in June last.

It will be remembered that this resolution affirmed that the reduction of hours of work, considered either as a palliative of unemployment or as a method of enabling the workers to share in the benefits of technical progress, remained one of the principal tasks of the International Labour Organisation. It noted that the Conference had approved the principle of the forty-hour week, but that it was not possible during this year's Session to reach the necessary quorum on the drafts under consideration, and it requested the International

Labour Office to obtain further information and the Governing Body to place once more the question of the reduction of hours of work on the agenda of the next Session of the Conference for the adoption of one or more Draft Conventions.

Mr. Hayday (worker, Great Britain) recalled the circumstances leading to the adoption of this resolution by the Conference after the failure to adopt the Convention. He felt that it was only the lack of a quorum and the number of abstentions which prevented the obtaining of a Convention so much desired by the workers' organisations. He held that at the next Session, with the experience and support of the United States delegates, success would be possible. He opposed the proposal to introduce the forty-hour week industry by industry and asked the Governing Body to place the reduction of hours of work on the agenda of the 1935 Conference with a view to the adoption of a general Convention.

Mr. Ruiz Manent (Government, Spain) proposed that the question of placing the forty-hour week on the agenda of the Conference should not be settled until it had been decided to what industries the reduction should apply.

Mr. Picquenard (Government, France) declared that his Government welcomed any practical proposal, and that therefore it was ready to support the suggestion for a Convention embodying the principle of a forty-hour week which would be applied by degrees to various branches of industry through international regulations for each particular case.

Mr. Anselmi (Government, Italy) recalled the fact that his Government's attitude on the question was well known. It was Mr. de Michelis who, when the last Conference reached an *impasse* with regard to a general Convention, proposed a Convention of principle applying successively to various branches of economic activity. That seemed to him a means of arriving at the practical solution which the Italian Government had always desired.

Mr. Jouhaux (worker, France) supported Mr. Hayday's declaration of the workers' principles on the problem. He recognised that the formula of a Convention on the principle of reduction, for application in successive stages, had been put forward in a spirit favourable to the forty-hour week. But he doubted whether it would fulfil the hopes placed in this reform as a remedy for unemployment. He did not think that it was practicable or easily realisable by national legislation. In view of what had occurred at the last Session of the Conference, it might be feared that if the question were put forward again in the same form, the result would again be negative. He felt, however, that the situation had developed since then, among other things, owing to the fact that the United States, where the forty-hour week is applied, is now a member of the International Labour Organisation. In concluding, he submitted a draft resolution urging that the question of the reduction of hours of work should be placed on the agenda of the 1935 Conference with a view to the adoption of a general Convention.

Mr. Bribosia, in the name of the Belgian Government, stated that it was favourable to the forty-hour principle, subject to the three conditions that he had explained to the Conference, regarding wages, ratifications, and the period of validity of the Convention. Subject to these conditions, he supported the proposed formula of a Convention on the principle of reduction for application in successive stages.

Mr. Oersted, in the name of the employers' group (except Mr. Olivetti), opposed the placing of the question of the reduction of hours on the agenda of the 1935 Conference. The group had always been against a forty-hour week Convention, and had not changed its attitude since the last Session of the Conference. All the reasons for its opposition remained unweakened. He did not see how a partial realisation of the forty-hour week could have any better effect than the general realisation which had previously been proposed and had not been approved by the Conference. After repeating the economic and social arguments against a reduction of hours of work by international regulations, Mr. Oersted concluded by saying that these did not lead to a remedy for the unemployment crisis, which must be sought rather in a healthier economic policy.

Mr. Mannio (Government, Finland) stated that his Government was in favour of the treatment of the problem industry by industry, but he did not think that the Governing Body should place the question on the agenda of the next Session of the Conference.

Mr. Winter (Government, Czechoslovakia) said that economic conditions had been improving slowly during the last few months, but this improvement had not been accompanied by a corresponding decrease in the number of unemployed. Therefore, industrial countries must not delay further in facing the unemployment situation. The Czechoslovak Government was prepared to accept the proposed compromise or even a more radical proposal, should this have a chance of being adopted.

Mr. Leggett (Government, Great Britain) spoke against a procedure which would place the problem on the agenda of the 1935 Session of the Conference with a view to adoption of a Convention on the principle of reduction, for successive application to different branches of industry. In regard to the principle, the British Government could not accept a Convention which ignored the question of wages. As regards the proposal for gradual application, he did not feel that it would give effective results. The British Government wished the International Labour Organisation to continue to study the question. He did not think that the Governing Body was at present sufficiently informed to decide at once that the problem of the reduction of hours of work should again be placed on the agenda of the Conference.

Mr. Mertens (worker, Belgium) was surprised that, after so many years of discussion and enquiry, still further enquiry was demanded before taking a decision. He protested against the obstructionist attitude of the employers' group, and reminded the Governments that they all, at home, claimed to be in favour of the forty-hour week, but stated that it was realisable only by way of an international agreement. It was precisely for the purpose of obtaining that agreement that the question was again to be brought before the International Labour Conference. Now was the time for the Governments to show that they were in earnest in the attitude they had taken at home on the problem.

Mr. Lambert-Ribot (employer, France) felt that the discussion clearly showed that the difficulties met with at the International Labour Conference last June still existed, and that there did not appear to be a possibility of a definite solution. From the legal point of view, as well as from that of practical efficacy in the fight against unemployment, he held that it was impossible to support a compromise proposal aiming at a Convention of principle, the method of applying which would be defined subsequently for the different industries successively. Whether regarded as a general question or regarded by branches of industry, the reduction of hours of work by international regulation would be an economic anomaly, and he asked the Governing Body not to support such an error.

Mr. Forbes Watson (employer, Great Britain) asserted, among other things, that the experience of the International Labour Organisation in the question of the reduction of hours of work had not so far been of a nature to encourage the International Labour Office to pursue the methods suggested to-day. He enumerated the various dangers that he felt such proposals entailed and stated that he would vote against them.

Mr. Jensen (worker, Denmark) protested against the attitude of the Employers' Group and supported the workers' proposal to place the question on the agenda of the 1935 Session of the Conference with a view to the adoption of a general Convention.

Mr. Serrarens (worker, Netherlands), in reply to the wages arguments of previous speakers, explained that the attitude of the International Federation of Christian Trade Unions was the same as that of all the workers' group. The Federation had always maintained that the reduction of hours of work should be accompanied by measures to secure the maintenance of the level of wages. It recognised, however, that it was difficult to include clauses on wages in an international Convention.

Mr. Riddell (Government, Canada) was in favour of the proposal to adopt a Convention on the principle of reduction to be applied in successive stages and, in general, of a flexible formula allowing for the necessary adjustments.

Mr. Kupers (worker, Netherlands) laid special stress on the wages question. He stated that the workers' organisations were agreed on the necessity of maintaining wages, but were not in agreement that this question should be compulsorily bound up with that of a Convention on the reduction of hours of work. The wages question should not be used as a means of " torpedoing " the forty-hour week.

Mr. Picquenard (Government, France) supported the resolution submitted by himself and his Government colleagues of Argentina, Belgium, Brazil, Czechoslovakia, Italy, Mexico, Poland, and Spain, for a Convention on the principle of reduction, for application in successive stages, to different branches of industry. He referred to the fact that on several occasions British Government delegates had supported the idea of reducing hours industry by industry, and he therefore hoped that that Government would support the resolution put forward as a compromise.

After Mr. Jouhaux had replied to the employers' arguments, Mr. Harold Butler, the Director of the Office, explained certain points which had been raised during the discussion.

When put to the vote, the workers' resolution to place on the agenda of the 1935 Session of the International Labour Conference the question of the reduction of hours of work with a view to the adoption of a general Convention was rejected by 13 votes to 10.

By 22 votes to 7, the Governing Body adopted the resolution submitted by nine Governments in the following terms :—

" The Governing Body decides :

" (1) to place the reduction of hours of work on the agenda of the Nineteenth Session of the Conference ;

" (2) to instruct the Office to draw up a draft for a single Convention providing for the reduction of hours of work *in all classes of establishments*. The Conference shall determine at that Session and at subsequent Sessions, the classes of establishments to which this reduction shall apply and the methods of application for each ;

" (3) to reserve until the next Session of the Governing Body—which will have before it reports to be prepared by the Office, including the information received in the meantime from the Governments—*the final selection of the industries*, establishments, or categories to which it is proposed that the Nineteenth Session of the Conference should apply the reduction of hours of work."

The Chairman, Mr. de Michelis, announced that in conformity with the standing orders, he would on his own initiative place on the agenda of the next Session of the Governing Body the question of workers' spare time in relation to the reduction of hours of work.

The Next Sessions of the International Labour Conference

The Governing Body decided that the Nineteenth Session of the International Labour Conference should open on Tuesday, 4 June, 1935.

It considered the reports prepared by the International Labour Office on the questions which come up for a first discussion during the Nineteenth Session. The reports on juvenile unemployment and on the recruiting of labour in colonies and other territories with similar conditions of employment were approved without discussion.

A proposal by the employers' group to amend the report on the question of holidays with pay by introducing in the draft questionnaire a preamble on the economic effects of the reform was rejected by 18 votes to 7.

The Governing Body decided that at its next Session it would consider the final agenda for the Session of the International Labour Conference to be held in 1936.

It discussed and approved the reports or records of various Committees : the Committee of Experts for the study of economical administration of medical and pharmaceutical benefit under sickness insurance schemes, the Committee on Standing Orders, etc.

The Extension of International Protection to All Workers

The Governing Body had before it certain proposals by Mr. de Michelis for extending the scope of international labour protection to all workers not at present covered. As a matter of fact, a large number of workers are not protected by any national or international regulations, either because they belong to categories excepted from the provisions of the international Conventions hitherto adopted, or because they belong to countries where social legislation is inadequate or even does not exist. Mr. de Michelis urged that all possible steps should be taken to secure a minimum of protection for these millions of workers, for whom the International Labour Organisation had so far failed to provide. To this end an international measure of a general nature might be adopted, whereby all States undertook to guarantee to extend to all workers without exception at least the application of the essential principles of Part XIII of the Treaty of Peace, which all the States Members of the Organisation had accepted.

Owing to pressure of time, discussion of these proposals was postponed to the next Session of the Governing Body, which will open at Geneva on 31 January, 1935.

M. G. DE MICHELIS, CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Mr. Guiseppe de Michelis, who has been elected Chairman of the Governing Body, has been since 1920 the Italian Government representative on the Governing Body of the International Labour Office, and head of the Italian delegation to the International Labour Conference, of which he was President at the Seventeenth Session, in 1933.

Mr. de Michelis, a Senator and member of the Council of Corporations, entered his country's service in 1904, beginning as an attaché at the Italian Legation in Berne the brilliant career which led next to the position of Emigration Commissioner at Rome and then to an Ambassadorship.

At the close of the war he was called on to create, in the Ministry of Labour, the Unemployment and Placing Department, of which he was the head until his proposals for compulsory unemployment insurance became law. As Commissioner-General for Emigration in the Ministry of Foreign Affairs he displayed great activity, and he acquired exceptional authority in the field of international social legislation. He also negotiated several important emigration, labour, economic, commercial, etc., treaties between Italy and other countries.

He was a fully accredited delegate to nearly all the international diplomatic conferences held since 1920 (fair treatment of foreigners, plant protection, customs truce, joint European economic action), to all the conferences affecting Danubian countries, etc—at Paris, Rome, London, Stresa, Geneva, etc.—and in 1922 and 1927 to the Genoa and Geneva Economic Conferences. Twice he was a member of the Italian Delegation to the Assembly of the League of Nations, and he represented Italy at all the meetings of the Commission of Enquiry for European Union.

Mr. de Michelis organised and presided over the Conference of emigration countries, the first of its kind, which was held at Rome in 1921, as well as the important Emigration and Immigration Conference of 1924. He has for ten years most ably directed the International Institute of Agriculture at Rome, and at the present time is President of the International Committee on Professional Workers, the International Committee of Emigration Experts, the Mixed Committee of the League of Nations on Unemployment, etc. He is a Member of the Consultative Economic Committee of the League of Nations, as well as of Italian and foreign scientific and academic associations (including the Geneva *Société des Arts*).

It is well known that Mr. de Michelis also contributes to many reviews and papers, and that he is the author of numerous works on economics, social politics, hygiene, statistics and jurisprudence. Only recently he published a very successful book, *The Corporative System in the World*, the French, English and German editions of which are in the press.

THE VISIT OF MR. HAROLD BUTLER TO THE UNITED STATES AND MEXICO

Mr. Harold Butler, Director of the International Labour Office, left Geneva on 28 September for the United States. His first objective is San Francisco, where he will attend the Annual Convention of the American Federation of Labor, which invited him, it will be remembered, during the last Session of the International Labour Conference. He will take advantage of his visit to discuss with the United States Government at Washington various administrative questions arising out of the entry of the United States into the International Labour Organisation.

Mr. Butler will also visit Mexico, on the invitation of its Government, and will there make personal contacts with the Government and employers' and workers' organisations.

THE COMMITTEE ON AGRICULTURAL WORK

The Committee set up by the Governing Body of the International Labour Office for the study of questions of agricultural work met at Geneva on 29 September, 1934, under the chairmanship of Mr. Picquenard (Government representative, France).

The following members were present: Government representatives: Messrs. Riddell (Canada), de Michelis (Italy); Employers' representatives: Messrs. Oersted (Denmark), Vanek (Czechoslovakia); Workers' representatives: Messrs. Schürch (Switzerland), Jensen (Denmark).

The Committee discussed the plan prepared by the International Labour Office, after a consultation of experts, for a technical study of hours of work in agriculture. This was approved with some slight modifications.

A discussion was then opened on the general problem of the position of agricultural workers with regard to Conventions adopted by the International Labour Conference. This discussion will be continued at a future sitting.

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MR. BUTLER'S VISIT TO THE UNITED STATES AND MEXICO

Mr. Harold Butler, Director of the International Labour Office, returned on 25 November from his official mission to North America.

The two principal objects of his journey were to establish contact with the United States Government in view of the entry of the United States to the International Labour Organisation on 20 August last, and to visit Mexico at the invitation of the Mexican Government.

He first went to San Francisco, where he attended the Annual Convention of the American Federation of Labor as the guest of the Federation.

He then went by air to Mexico City, where he was received by the Mexican Government. His conversations with the President of the Republic (General Calles) and Mr. Bojorquez (the Secretary for Labour), and with other members of the Government, yielded the assurance of closer collaboration between Mexico and the International Labour Office in the future. He also had opportunities of conversations with leading members of employers' and workers' organisations, from which he was able to obtain an idea of the social progress accomplished under the recent labour legislation.

During his stay in Washington Mr. Butler was able to discuss the administrative and other problems arising out of American membership of the I.L.O. with the President, Mr. Cordell Hull, Miss Perkins and officials of the State and Labor Departments. He is very sensible of the cordial and co-operative spirit with which all the questions under discussion were treated.

On the employers' side, he had opportunities of conferring with the United States Chamber of Commerce, the National Industrial Conference Board, and other groups of business men.

Generally speaking, he formed the definite impression that the representatives of the United States, whether of the Government, of industry or of labour, with their wide experience of industrial and social questions, would bring a powerful reinforcement to the discussion of the problems of unemployment, shorter hours and social security with which the I.L.O. is now confronted.

THE NINETEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Office has sent to the Governments of States Members the necessary information concerning the Nineteenth Session of the International Labour Conference, which will open on 4 June next at Geneva.

The following items have been placed on the agenda of this Session :

I. Maintenance of rights in course of acquisition and acquired rights under invalidity, old-age, and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another. (Second discussion.)
II. Employment of women on underground work in mines of all kinds. (Second discussion.)
III. Unemployment among young persons. (Either first or single discussion, according to the decision of the Conference.)
IV. The recruiting of labour in colonies and in other territories with analogous conditions. (First discussion.)
V. Holidays with pay. (First discussion.)
VI. Reduction of hours of work.

With regard to the last question, which was already discussed in 1933 and 1934, while it has been again placed on the agenda of the Conference at its Nineteenth Session in a general form, the scope of this question as regards the industries, establishments or categories to be specially taken into consideration by the 1935 Conference for immediate application of this reform is to be determined by the Governing Body at its next meeting in January 1935.

The Governing Body will also have to decide whether the 1935 Conference shall deal with a partial revision of the 1931 Convention which limits the length of the working day in coal mines to seven and three quarter hours.

THE INTERNATIONAL REGULATION OF THE RECRUITING OF NATIVE LABOUR

It will be remembered that the question of the recruiting of labour in colonies and in other territories with analogous labour conditions has been placed on the agenda of the International Labour Conference of 1935 with a view to drawing up international regulations.

The Conference is thus continuing the work of the protection of Native labour in which the first stage was the adoption, in 1930, of a Convention aiming at the abolition of forced or compulsory labour. At the present date, this Convention has been ratified by several of the leading colonial nations, and has already had important results.

However, as the Conference itself noted in a Resolution, " even the suppression of forced labour will not abolish all forms of compulsion to labour of which workers complain." Research by the I.L.O., carried out with the collaboration of its Committee of Experts on Native Labour, has shown in particular that the danger of compulsion arises most frequently during the operations of recruiting of workers due to direct or indirect pressure, either by officials, by chiefs or other Native authorities.

The present state of the demand for Native labour makes it particularly desirable to deal as early as possible with the problems of recruiting. On the one hand, the demand for such labour has decreased; and on the other, the general increase of economic pressure is causing Natives to seek employment spontaneously. As a result, the machinery of recruiting has been partially dismantled in a number of territories, while at the same time the financial situation has led to retrenchment in the public administrative services. From both standpoints there is a danger that in some cases the revival of the demand for labour may find the authorities unprepared, so much the more so because of the increase in the demand for labour due to the anticipated acceleration of colonial development. The vital importance of efficiency in recruiting labour, as much in the interest of the Native population as for the success of colonial development, has been amply illustrated by the history of some recent public works in colonial territories.

The I.L.O. has been actuated by these considerations in drawing up its preliminary report on the problem which has been sent to the Governments of States Members. After having set out the law and practice in regard to the recruiting of Native labour, the report suggests a list of points for consideration by the next International Labour Conference, on which, according to the usual procedure of the Organisation, the Governments should be consulted. According to the replies received, the texts of regulations will be drawn up, which will come before the International Labour Conference in 1936 for definite decisions.

THE INTERNATIONAL STANDARDISATION OF LABOUR STATISTICS

It will easily be understood that, in carrying out one of its duties, " the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labour," the I.L.O. was hampered in its task by the fact that it was difficult, in view of the diversity of official statistics, to compare with any degree of adequacy the level of unemployment, wages, cost of living, etc., in two or more different countries. It soon became evident that before any international comparisons could be made, countries must endeavour to increase their statistical output and compile their statistics on lines more uniform between country and country. The I.L.O. therefore, had to make a serious effort to achieve the fullest possible uniformity in methods of compiling statistics.

To this end, five special international conferences were called by the I.L.O. in Geneva from 1923 to 1932, and they covered almost the whole field of labour statistics; classification of industries and occupations, wages, hours of labour, industrial accidents, index numbers of cost of living, unemployment and employment, family budget inquiries, rents and housing, industrial disputes, collective agreements, emigration and immigration, etc. In addition, three other conferences, covering branches of labour statistics and due to the initiative of the Social Science Research Council of the United States and the International Union of Towns, were also held, in which the I.L.O. collaborated closely.

The resolutions adopted by all these conferences have been assembled in a volume which the Office has just published. They are preceded by an introduction explaining the scope of the subjects covered and the work done by the I.L.O. Full references are also made to the statistical publications of the Office containing these data; and it is hoped that this new publication will be useful to officials of Statistical Departments, to students of labour problems and to research workers.

INTERNATIONAL COMPARISONS OF COST OF LIVING

The International Labour Office, which has always given considerable attention to the problem of international cost-of-living comparisons, has published a study of certain problems connected with the making of index numbers of food costs and rents.

It will be realised that research on these questions was very difficult because of various factors such as: the lack of adequate data for many countries; the great difference in consumption and housing habits; and variations in the standard of accommodation obtained for the rent payment (number of rooms per dwelling, provision or absence of a bathroom, etc.).

These difficulties were particularly realised by the International Labour Office in the course of the inquiry it made in 1931 and 1932 on the cost of living in certain European cities and in Detroit (U.S.A.). Although this inquiry was limited to the amount which should be paid to a worker in certain European cities in order to have a standard of living approximately equivalent to that of a certain category of American worker of given income, yet the inquiry raised many problems of method. In 1931, a Conference of official labour statisticians was held at the International Labour Office which discussed, among other subjects, the general question of international comparisons of cost of living. This Conference made certain recommendations concerning the work of the Office on these matters. The study just published gives the first results of research in this field so far as food costs and rent are concerned.

Other items also require to be dealt with—*e.g.*, heating and lighting—and the problem of combining the indexes of these various groups of expenditure remains. But it is hoped that the contribution to the problem contained in this new publication will be a useful step towards the solution of international comparisons of cost of living.

THE ACCIDENT RISK IN THE BUILDING TRADE

The frequency and severity of industrial accidents seem on the whole to be approximately twice as great for the building trade as for the average of all industries.

This fact is brought out by the studies of the I.L.O. in the field of "industrial safety."

Thus, in *Austria*, in 1933, the building trade alone had 15·49 per cent. of the total number of accidents reported in all industries, and 15·89 per cent. of fatal accidents. For the four years 1930–1933 the building trade had the largest number of accidents reported in all the groups of industries covered by the Factory Inspectorate.

In *Canada*, in 1931, the building industry took first place with 18·27 per cent. of all fatal industrial accidents; in 1932 it was third with 12·73 per cent.

In *France*, it has been estimated that in the building industry, of 1,000 full-time workers (*i.e.*, those employed the whole year—about 270 days, after deducting holidays and days of bad weather), there were on the average: 0·81 fatal accidents, 8 accidents causing permanent invalidity and 220 accidents causing temporary incapacity for work.

In *Germany*, in 1932, the number of accidents per 1,000 full-time workers was 106 for the building trade and 60 for industry in general, excluding mines. The number of fatal accidents was 0·71 (per 1,000 full-time workers) in the building trade, and 0·33 for industry in general, excluding mines. A comparison with other industries reveals that the building trade stood first as regards reported accidents, second as regards compensated accidents, and third as regards fatal accidents.

In *Great Britain*, in 1932, in the construction or repair of buildings there were 2,311 accidents, of which 95 were fatal; and in 1933 there were 1,936 accidents, of which 80 were fatal.

In the *Netherlands*, according to the statistics for the years 1931 and 1932, the accident frequency for the construction industry as a whole was about 65 per cent., and in building construction about 120 per cent., above the average for all industries.

In *Spain*, in 1933, of 179,694 accidents for all industries, of which 328 were fatal, 40,449 occurred in the building industry, of which 69 were fatal.

In *Sweden*, in 1931, the frequency rate of all accidents (per 1,000 full-time workers) was 90·6 for all industries and 151·1 for the building industry. The severity rate (days lost per full-time worker) was 6·84 for all industries, and 15·78 for the building industry.

In *Switzerland*, during the period 1928–1932, of 549,648 accidents reported for all industries, of which 1,688 were fatal, 55,921 occurred in underground construction work, of which 261 were fatal; 74,167 in building construction, of which 182 were fatal; and 27,959 in specialised building construction, of which 96 were fatal.

In the *United States*, in 1933, while the frequency rate (per 1,000 full-time workers) was 14·56 for the average of all industries, it reached 55·66 for the building industry. The severity rate (days lost per 1,000 man-hours) was 1·59 for the average of all industries and 5·76 for the building industry.

The studies of the I.L.O. have shown that the only industries with higher accident rates than the building industry are mining, navigation and lumbering—*i.e.*, those in which the workers have to contend with natural phenomena that are particularly difficult or quite impossible to control, such as outbursts of gas, movements of ground, bad weather, etc.

It was in the light of these facts that the Correspondence Committee on Accident Prevention, at a meeting held in Geneva on 22, 23 and 24 November, adopted a resolution emphasising the very special sources of dangers that the building and public works industries present, and also the fact that these dangers can be diminished if appropriate measures are taken.

The Committee therefore expressed the hope that the question of the safety of building workers would be definitely placed on the agenda of the International Labour Conference in 1936, with a view to the adoption of international regulations. It further expressed the hope that it would be invited to discuss, as soon as possible, draft regulations embodying the safety principles that should be generally applied in that industry.

These resolutions will be submitted to the Governing Body of the Office at its next Session in January, 1935.

The Committee on Accident Prevention also examined draft monographs on safety in the construction and use of lifts and on the protection of abrasive wheels.

The following were present at the meeting :

Representing the Governing Body of the I.L.O. : Mr. Ruiz Manent (Government, Spain) ; Mr. Ch. Tzaut (employer, Switzerland) ; Mr. Zulawski (worker, Poland).

As experts : Mr. J. Caen (France), Mr. R. Delauney (France), Mr. Deladrière (Belgium), Mr. Van de Weyer (Belgium), Mr. Massarelli (Italy), Mr. Vitaliano Colombo (Italy), Mr. A. Tzaut (Switzerland), Mr. Scholte (Netherlands), Mr. G. Stevenson Taylor (Great Britain), Mr. Erik V. Gabrielson (Sweden).

The Committee selected Mr. Ruiz Manent as its Chairman.

THE ORIGINS OF THE INTERNATIONAL LABOUR ORGANISATION

The birth story of the International Labour Organisation has been told with unrivalled authority in a work recently published in the United States, *The Origins of the International Labor Organization.* Edited by Professor J. Shotwell, of Columbia University, and including contributions from men who, like Mr. Harold Butler, Sir Malcolm Delevingne, Mr. Ernest Mahaim and Mr. E. J. Phelan, were intimately associated with the negotiations which they describe, it at once takes rank as one of the most important works yet published on the origins of our existing international institutions.

The first volume tells the story of how the Organisation came into being, while the second is a collection of documents which will henceforth be indispensable to all students of its history and invaluable to those concerned with the day-to-day application of its Constitution.

It is not without significance that the last document in this work is the acceptance on behalf of the United States of the invitation to assume membership in the International. Labour Organisation. At a time when the Organisation has so nearly attained universality, this record of its origins is of quite special interest. It has the double value of a record of how the founders of the Organisation conceived it and a stimulus to the vigorous thinking which will be necessary if the Organisation is to confront its new tasks in the courageous spirit in which its architects designed it.

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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION DURING 1934

The year 1934 was an important one in the history of the International Labour Organisation.

On 20 August of that year, the United States officially accepted Membership of the Organisation, and a month later the Union of Soviet Socialist Republics also acquired Membership by virtue of its entry into the League of Nations. Afghanistan and Ecuador became Members in September, as well. Thus, sixty-two nations now belong to the International Labour Organisation, which has therefore reached a decisive stage on its way to becoming definitely a universal institution.

Its universal character has moreover been emphasised within the structure of the Organisation itself, as a result of the entry into force of the amendment of the Treaty of Peace—the application of which has remained in suspense for twelve years—allowing the election, for the first time, of an enlarged Governing Body. This new form assures a closer collaboration of the Governments, employers and workers of extra-European countries.

These developments will afford the Organisation greater possibilities of success in connection with the problems raised by the depression throughout the world, which, owing to their great and varying scope, can only be dealt with properly by an institution of world-wide extent.

It is evident that the effective participation of the United States will, on the one hand, provide the Organisation with very valuable information on the great effort of economic reconstruction which is being carried on by President Roosevelt's Administration, and which interests all other countries, and, on the other hand, will bring new life and viewpoints into the international discussion of the steps to be taken to combat the stagnation of economic life, as well as unemployment.

This will be particularly noticeable in dealing with the problem of hours of work, one of the chief tasks of the Organisation, and one in connection with which the United States has acquired most valuable first-hand experience. At its 1934 Session, the International Labour Conference took no definite decision on the question, but it was again placed on the agenda of the 1935 Session in a form which is somewhat analogous to the American system of codes, since it aims at the adoption of a Convention providing for the reduction of hours of work throughout the sphere of economic activity, but allowing the application of the reform industry by industry, with the adaptations appropriate to each case.

At its 1934 Session, moreover, the International Labour Conference achieved definite progress in this field by adopting a Convention on the reduction of hours of work in automatic sheet-glass works—to the same effect as the one it adopted in 1931, for the limitation of hours of work in coal mines. It is hoped to secure the partial revision of this latter Convention in order to facilitate its ratification.

In another field, also equally allied to the social consequences of the depression, the Conference this year obtained an important success by adopting an international Convention on unemployment insurance and assistance for the unemployed. All the States which ratify are bound to set up a system which will ensure that persons involuntarily unemployed shall have either a benefit (compulsory or voluntary insurance), an allowance (assistance), or a combination of the two.

At the same Session, the Conference extended the scope of the 1925 Convention on compensation for occupational diseases so as to include additional processes, one of the diseases so added being silicosis; it also adopted a partial revision of the 1919 Convention prohibiting the night work of women; the general lines of the Convention were left untouched, but certain minor changes were made with a view to facilitating ratification by a larger number of countries.

The total number of Conventions adopted by this year's Conference was therefore four; and it also accomplished the first stage in the preparation of two Draft Conventions to be submitted to the 1935 Session for adoption. One of these concerns the conservation of pension rights of migrant workers, and is a question of particular interest for countries having a very complete system of social legislation. The other, aiming at the prohibition of the employment of women in underground work in mines, is, on the contrary, mainly important for countries which are yet only in the first stages of industrial development. The contrast presented by these two problems is characteristic of the wide field of action of the Organisation.

No less significant is the choice of the other questions which the Governing Body of the International Labour Office has decided to bring to the attention of the International Labour Conference for the first time in 1935; the agenda of that Session comprises, besides the problems of the unemployment of young persons and holidays with pay, the recruiting of Native labour in colonies and in other territories where labour conditions are similar.

The International Labour Office has drawn up carefully documented reports on these various problems to serve as a basis of discussion by the Conference. It has also made preliminary studies of general questions suitable to be brought before the Conference at a later date, such as safety of workers in the building industry, the employment of children in the cinematograph industry, the recruiting and placing of migrant workers, collective agreements, etc.

Also, entirely apart from any proposal for international regulations, the International Labour Office has investigated in the light of the experience already gained in many countries, the necessary lines of a rational public works policy, aimed at ameliorating unemployment and creating new economic activity. In this connection it may be recalled that this year's Session of the Conference adopted a resolution in favour of better co-operation in this field between States.

The principal studies which the International Labour Office published during the year dealt with the organisation of *Social Services* in twenty-four countries, *Industrial Hygiene* (an account of the basic principles of general regulations for industrial health), *International Comparisons of Cost of Living*, *International Standards of Labour Statistics*, *Hours of Work in Postal Services*, etc.

From the scientific standpoint, the International Labour Office continued to follow the *Social and Economic Reconstruction in the United States* with the greatest attention, and it published a new and particularly important study on this subject.

Moreover, the report of one of the Assistant Directors of the Office, Mr. Fernand Maurette, on *Social Aspects of Industrial Development in Japan*, aroused the greatest interest in industrial, commercial and labour circles everywhere; the more so, as it was a first contribution towards the solution of the questions of competition and standards of living which have arisen almost everywhere owing to the rapid industrial development of certain countries that, until recently, had remained outside the main currents of international competition.

This question was frequently raised at this year's Session of the International Labour Conference, or at meetings of the Governing Body, by delegates of all groups and from all parts of the world.

The great progress achieved in 1934 by international social legislation in extra-European countries cannot be too greatly emphasised in this connection. Of fifty-seven ratifications of Conventions which were registered during the year, forty-four were by countries of Latin America and three by China.

If to these developments are added the visits of the Director of the International Labour Office, Mr. Harold Butler—in the spring to Rumania, Bulgaria and Yugoslavia, in the autumn to the United States and Mexico—the missions of Mr. Maurette to Japan, and those made by various officials of the Office to South America, it will be found that this steady tendency towards universality stands out definitely as the leading feature of the activity of the International Labour Organisation in 1934.

THE EIGHTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eighteenth Session of the International Labour Conference was held in Geneva from 4 to 23 June, 1934, and was presided over by Mr. Justin Godart, French Government Delegate and a former Minister. Forty-eight States were represented at the Conference.

The United States of America, although at that time not yet a State Member of the Organisation, sent a delegation of official observers, the composition of which corresponded with the tripartite composition of the Conference. Egypt, which is not a Member, also sent observers, as at the two previous Sessions.

During this Session the Conference was officially informed that the United States Congress had adopted a resolution authorising the President to accept membership of the International Labour Organisation for the Government of the United States, it being understood that this would not entail any obligations towards the League of Nations. This news was most enthusiastically received, and the Conference passed a unanimous resolution inviting the Government of the United States to accept membership of the Organisation. A few weeks later, on 20 August, the Government of the United States accepted this invitation.

The Eighteenth Session was also able to carry through an extremely important reform in the constitution of the Organisation by electing a Governing Body of 32 instead of 24 members—a step that was made possible by the registration of the last ratification necessary to bring into force the amendment adopted in 1932 to Article 393 of the Treaty of Versailles.

Apart from these events, which mark the beginning of a new phase in the development of the Organisation, the results of the Eighteenth Session themselves constitute a very valuable contribution to the work of international social legislation.

One important step was the adoption of international regulations on unemployment insurance and assistance. It is unnecessary to dwell on the urgency of this question in all the industrial countries affected by the present depression. It is now universally recognised that workers who fall out of employment cannot be left to starve, and in every country measures of various kinds have been taken to succour those who are unable to earn a living.

It must not be imagined that the International Labour Conference waited for the present depression before tackling this problem. At its very first Session held in Washington in 1919, it recommended the development of an unemployment insurance scheme in every country. This recommendation has borne fruit, for whereas there were less than four million persons insured against unemployment in the world at that time, the number now exceeds forty millions.

During recent years, as a result of the depression, social relief services had to be set up in countries with no unemployment insurance scheme, and considerable progress was made. It was therefore felt that the social reform which was not considered ripe for treatment in the form of a formal international agreement in 1919 could now be carried from the stage of a mere Recommendation to that of an international Convention confirming the advances made in various countries and urging other States to follow the same course.

This expectation was fulfilled, and the Conference this year adopted a Draft Convention, the main features of which are summarised below.

Every State that ratifies the Convention undertakes to maintain a scheme ensuring to persons who are involuntarily unemployed either benefit (compulsory or voluntary insurance) or an allowance (assistance) or a combination of the two.

The scheme set up for this purpose may be: (*a*) a compulsory insurance scheme; (*b*) a voluntary insurance scheme; (*c*) a combination of these two; or (*d*) any of the above combined with a complementary assistance scheme.

National laws and regulations will determine what benefit or allowances are to be paid in cases of partial unemployment. The Convention will apply to all persons habitually employed for wages or salary, with the exception of seamen, sea fishermen and agricultural workers.

The right to receive benefit or an allowance may be limited to a period which must not normally be less than 156 working days and in no case less than 78 working days a year. Benefit (but not allowances) will be payable irrespective of the needs of the claimant. Benefit will be payable in cash, but supplementary grants may be in kind, as may also allowances.

The Conference adopted this Draft Convention by 80 votes to 8.

It then adopted, by 72 votes to 19, a Recommendation laying down certain general principles concerning the organisation and sound working of unemployment insurance and assistance schemes.

A unanimous resolution was also passed requesting the Office to study the possibility of drafting a Convention to apply to agricultural workers; a second resolution, also unanimous, suggested the drafting of a Convention providing for the right of foreign unemployed workers to receive relief grants made to destitute persons.

A Draft Convention for the regulation of hours of work in automatic sheet-glass works was adopted by 87 votes to 28. It applies to persons who work in successive shifts in necessarily continuous operations in sheet-glass works which manufacture by automatic machines sheet-glass or other glass of the same characteristics which only differs from sheet-glass in thickness and other dimensions.

These workers must be employed under a system providing for at least four shifts; their hours of work may not exceed an average of forty-two per week, calculated over a period not exceeding four weeks, and the length of the spell must not exceed eight hours.

The interval between two spells of work by the same shift may not be less than sixteen hours, but it may, where necessary, be reduced on the occasion of the periodical change-over of shifts.

The Conference supplemented this Convention by a resolution recalling the fact that the Committee of Experts which met in 1931 had requested the Office to continue its study of rest systems in other branches of the automatic and semi-automatic glass industry working with successive shifts on continuous operations; it therefore requested the International Labour Office in due course to invite the Governing Body to instruct a Committee of Experts to examine the possibility of framing regulations for these other branches.

Another Draft Convention, adopted by 104 votes to 11, provides for the revision of the Workmen's Compensation (Occupational Diseases) Convention of 1925 so as to extend its provisions to further groups of workers. The only point that was revised was the Schedule of occupational diseases for the purposes of compensation, to which a number of diseases were added. The 1925 Schedule contained only three diseases: lead poisoning, mercury poisoning and anthrax infection, but the Convention made provision for the extension of the list. The decisions taken at this Session added the following to the Schedule: silicosis, with or without pulmonary tuberculosis, provided that silicosis is an essential factor in causing the resultant incapacity or death; poisoning by phosphorus or its compounds; poisoning by arsenic or its compounds; poisoning by benzene, its homologues and derivatives; poisoning by the halogen derivatives of hydrocarbons of the aliphatic series; pathological manifestations due to radium, other radioactive substances or X-rays; primary epitheliomatous cancer of the skin.

A resolution concerning dust prevention, silicosis research and the desirability of placing on the agenda of the next Session the question of adding some other occupational diseases to the Schedule was adopted by 72 votes to 1.

On the question of the prohibition of night work for women, the Conference adopted a new Draft Convention which amends the text of the 1919 Convention on two points.

The first of these amendments is a new article stipulating that the Convention does not apply to persons "holding responsible positions of management who are not ordinarily engaged in manual work."

The second is a new clause permitting the displacement by one hour of the period that must be included in the eleven consecutive hours during which the employment of women is prohibited. Where there are exceptional circumstances affecting the workers employed in a particular industry or area, the competent authority may, after consultation with the employers' and workers' organisations concerned, decide that in the case of women employed in that industry or area the interval between 11 p.m. and 6 a.m. may be substituted for the interval between 10 p.m. and 5 a.m. specified in the Convention.

The adoption of these two amendments will make it easier for several States to ratify the Convention.

The problem of prohibiting the employment of women on underground work in mines of all kinds had been placed on the agenda of this Session for a first discussion only, and consequently no final decision could be taken. The Conference decided by 92 votes without opposition to place the question on the agenda of the 1935 Session for a second discussion, according to the usual procedure. By 83 votes without opposition it approved the list of points on which Governments will be consulted with a view to the framing of international regulations in 1935.

The Conference also adopted by 93 votes without opposition the list of points on which Governments should be consulted with a view to the framing, at the usual second discussion in 1935, of a draft Convention concerning the maintenance of the pension rights of migrant workers. This question was placed on the agenda of the 1935 Session by 99 votes without opposition. The Conference thus accepted the principle of international regulations on this subject; when these are adopted they will mark a further advance in the campaign that the Office is conducting with such success for the wider adoption of social insurance schemes and their extension to cover the largest possible number of workers.

It will be remembered that the question of the reduction of hours of work came before the 1933 Session of the Conference for first discussion. After the usual consultation of Governments, draft texts of Conventions were prepared by the International Labour Office and submitted to the 1934 Session. After a general discussion, the Conference decided by 71 votes to 22 to take those drafts as a basis for discussion and to refer them to a special Committee for a report.

The Employers' Group intimated that it could not appoint delegates to this Committee; it authorised the Italian Employers' Delegate, at his own request, to take part in the work of the Committee.

The Conference approved by 75 votes without opposition the constitution of the Committee as nominated by the groups. The Committee then proceeded to discuss the draft texts and submitted a report proposing that the Conference should adopt Draft Conventions differing on several points from the original Office drafts.

When a vote had to be taken at the plenary sitting of the Conference on Article 1 of the proposed Draft Convention for industry submitted by the Committee, it proved impossible to attain the quorum.

The Conference then adopted, by 75 votes to 37, a Resolution to the effect that the reduction of hours of work, considered either as a palliative of unemployment or as a method of enabling the workers to share in the benefits of technical progress, remained one of the principal tasks of the Organisation. The Conference, the Resolution went on to state, had been in favour of the principle of the forty-hour week as a desirable reform, but it had been unable, at that Session, to obtain the essential quorum upon the drafts under consideration. It therefore requested the Office to obtain further information and the Governing Body to place the question once more on the agenda of the next Session of the Conference for the adoption of one or more Draft Conventions.

The action taken by the Governing Body in pursuance of this Resolution has already been mentioned above.

The Conference also adopted resolutions concerning large-scale public works and the international measures that might be taken to deal with the depression.

The interdependence of economic and social problems was, moreover, emphasised by most of the speakers who took part in the discussion on the Directors' Report and by the Director himself in his reply to that discussion. Mr. Butler asserted in conclusion that it was only by a new start—a new international deal—that the balance between production and distribution, between industry and agriculture, the stabilisation of exchanges and the resumption of international trade could be achieved.

The Governing Body

The Chairman of the Governing Body from 25 October, 1933, to 26 September, 1934, was Mr. Bramsnaes, Danish Government representative. The Governing Body held its Sixty-fifth, Sixty-sixth and Sixty-seventh Sessions in Geneva from 22 to 24 January, from 26 to 28 April and on 1 June respectively.

On 22 June the Eighteenth Session of the International Labour Conference had to elect a new Governing Body, enlarged in accordance with the amendment to Article 393 of the Treaty of Peace which came into force on 4 June. The Governing Body has now 32 members (16 representing Governments, 8 employers and 8 workers) instead of 24 (12 representing Governments, 6 employers and 6 workers).

The newly constituted Governing Body met in Geneva on 26, 27 and 28 September for the Sixty-eighth Session, at the beginning of which Mr. G. de Michelis, Italian Government representative, was elected Chairman for the ensuing year.

The more important decisions taken at the various meetings of the Governing Body were noted at the beginning of this annual survey.

Other Meetings

In addition to the Sessions of the International Labour Conference and the Governing Body, a number of committee meetings were held in 1934: the Permanent Migration Committee, on 25 January; the Committee of Experts on Native Labour, from 30 April to 5 May; the Correspondence Committee on Industrial Hygiene, from 21 to 23 June; the Committee of Experts on Economical Prescribing in Sickness Insurance Schemes, on 9, 10 and 11 July; the Committee on Agricultural Labour, 29 September and 6 December; etc.

On 26 and 27 June a tripartite meeting was held, to which the Governing Body had invited the Governments of the chief coal-producing countries of Europe to send representatives to discuss the possibility of facilitating ratification of the international Convention of 1931 limiting the individual hours of work in coal-mines to 7¾ in the day. After this meeting had expressed its views, the Governing Body decided to set in motion the machinery for a revision of the Convention.

Scientific Work of the Office

During 1934 the International Labour Office actively continued the collection of information and the research work on which all its efforts in the sphere of social legislation are based.

It is impossible to give anything like a full survey of this work, its extent and its variety, in the space of a few pages. A simple enumeration is all that can be attempted.

In the field of economic questions, in so far as they affect labour conditions, the Office, as is mentioned elsewhere, recently published an exhaustive study of the National Recovery legislation in the United States.

In the sphere of labour conditions, studies were published on hours of work in postal, telegraph and telephone undertakings and on hours of work in the textile industry. Others are at present being prepared on hours of work in railway undertakings and on shop-closing in extra-European countries.

The Office is now completing a study of the legislation concerning the employment of children and young persons similar to that published some time ago on women's work. It is engaged in investigating the problem of the substitution of women workers for men (and sometimes the reverse process) in recent years as a result of changes in technical methods or for other reasons. A study is in course of preparation on the conditions of women's employment in the public services; one will shortly be concluded on vocational guidance, and others are being prepared on technical education and apprenticeship and on the vocational training of commercial employees.

Studies are also in progress on unemployment and the placing in employment of professional workers and on equality of treatment for professional workers in different countries.

At the request of certain workers' organisations the Office is also preparing a series of short monographs on the conditions of employment of commercial travellers and of bank clerks and on staff organisation in the public services.

With regard to labour law, the 1933 issue of the *Survey of Legal Decisions on Labour Law* is now almost complete. A report is being prepared on collective agreements, and the individual contract of employment will shortly be the subject of a study.

A third volume dealing with industrial relations in certain undertakings is in course of preparation, and a plan of work has been prepared for a new series of studies on the rationalisation of undertakings as a factor influencing industrial relations.

In the domain of unemployment, employment and migration, a study on the placing of workers appeared, and reports were prepared on public works policy and on unemployment among young persons. Other studies deal with the recruiting and placing of migrant workers, the contingents of foreign workers in several countries, technological unemployment, etc.

The Office recently published the first of a series of monographs on land settlement schemes in Argentina, Palestine, etc. It is proposed to issue a study on the development of unemployment and its causes from 1919 to 1934—a volume that would supplement other similar studies and would be of special interest because of the period covered.

The Social Insurance Section is preparing a second edition of its survey of social services and a report on the maintenance of pension rights by migrant workers. Studies are also being prepared on the economical organisation of medical and pharmaceutical benefits under sickness insurance schemes; the assessment of incapacity in accident and invalidity insurance schemes; the development of social insurance legislation for seamen from 1924 to 1933; the investment of the funds of invalidity, old-age and widows' and orphans' insurance institutions for the improvement of public health; the supervision of panel doctors and patients in sickness insurance schemes; the compilation of statistics, actuarial estimates and financial organisation in invalidity, old-age and widows' and orphans' insurance, etc.

In connection with statistics the Office prepared studies on the international comparison of living costs, the standardisation of labour statistics, wage statistics in various industries and in agriculture, etc.

The Native Labour Section of the Office has drawn up a report on the recruiting of labour in colonies. Information is being collected on the subject of native labour contracts, and also on the influence which the use of opium has on workers in the Far East—a subject which the Office was instructed to investigate by a resolution of the 1932 Session of the Conference.

In the realm of agricultural work, the rural exodus in Czechoslovakia is the subject of a study in course of preparation. Evidence collected on the spot with regard to the rural exodus in France is now being sifted. The replies of a number of experts consulted by correspondence with regard to the plan to be followed in studying hours of work in agriculture are being examined.

Accident prevention work is represented by draft reports and monographs on safety in the building trade, safety in the construction and use of lifts, the protection of abrasive wheels, the use of protective screens, safety in spray painting, etc.

In the field of industrial hygiene, studies have been made on the organisation of medical inspection services in the various countries, the medical services in factories, insurance against occupational diseases, the labelling of industrial poisons and the conditions to be complied with before an undertaking in an unhealthy industry can be opened. The Office is still continuing its study of silicosis and also of the special forms of pneumoconiosis caused by asbestos and anthracite dust. It proposes to prepare a series of documents on the technical methods of determining health conditions in workplaces and to study the problem of occupational dermatitis and caisson disease.

The Co-operative Service, in addition to preparing the monographs for the half-yearly meetings of the International Committee for Inter-co-operative Relations, published an international statistical survey of co-operative societies.

Monographs are also being prepared on the problems of urban and rural craftsmen and on the living conditions of craftsmen in a certain number of countries, including Turkey, India, China and Japan.

Maritime work is dealt with in a number of studies on holidays with pay for seamen, etc.

The Office is also preparing a report on the conditions of work of persons employed in air navigation.

It may be added, to complete the picture, that the *I.L.O. Year-Book* appeared as usual in 1934, as well as all the regular periodical publications of the Office: *International Labour Review, Industrial and Labour Information, Official Bulletin, Industrial Safety Survey, Bibliography of Industrial Hygiene, Monthly Summary.*

SOCIAL AND ECONOMIC RECONSTRUCTION IN THE UNITED STATES

"The country needs . . . bold, persistent experimentation. It is common sense to take a method and try it; if it fails, admit it frankly and try another. But above all try something. The millions who are in want will not stand by silently for ever while the things to satisfy their needs are within easy reach.

"The measure of the restoration lies in the extent to which we apply social values more noble than mere monetary profit."

In these words of President Roosevelt, after a careful analysis of the economic and social developments of fifteen months the International Labour Office finds the keynotes of the work of reconstruction in the United States under the leadership of the President.

A year ago the International Labour Office published a collection of the texts of some of the more important Acts and industrial codes basic to the recovery and reconstruction programme; and a new study now traces the working out and development of this programme in the fields of industry, agriculture and finance, special attention being given to those aspects likely to prove of particular interest to employers and workers.

In this new study, the International Labour Office describes the situation of industry, agriculture and finance in the United States when President Roosevelt took office. It analyses the measures adopted by the special 1933 session of Congress to meet this situation. The various types of action taken to give relief to the unemployed are described, as is the President's Re-employment Agreement—the form of organisation of industry provisionally instituted until the Industrial Codes proper could be put into operation.

Then the general aspect of these industrial codes is examined, how they are adopted, the constitution of the labour authority and the problem of securing compliance. A special chapter is devoted to the clauses relating to maximum hours, minimum wages and other conditions of labour. Another chapter deals particularly with the problems of price and production control, and the elimination of unfair competitive practices. The International Labour Office also studies the three related questions of trade union organisation, collective bargaining and industrial relations.

The agricultural situation is explained, and the various methods of price raising, marketing agreements, debt relief and financing of farm production. A cursory account is given of bank reform and the regulation of investment. The importance of the financial and monetary measures underlying the whole programme is emphasised; and, finally, a summary of the whole programme shows the interrelationship of the various parts.

HOURS OF WORK IN POSTAL, TELEGRAPH AND TELEPHONE UNDERTAKINGS

According to a study issued by the International Labour Office on hours of work in postal, telegraph and telephone undertakings, the total number of persons employed in these three services was approximately as follows for the years given: 30,000 in Austria (1931); 28,600 in Belgium (1930); 5,700 in Bulgaria (1931); 46,000 in Czechoslovakia (1929); 18,500 in Denmark (1932); 1,300 in Estonia (1932); 173,000 in France (1931); 336,000 in Germany (1931); 234,000 in Great Britain (1931); 22,200 in Hungary (1931); 12,000 in the Irish Free State (1932); 740 in Luxemburg (1931); 22,000 in the Netherlands (1931); 32,000 in Poland (1931); 24,800 in Switzerland (1931).

The International Labour Office has examined the regulations affecting the working hours of the staff of these three services in the countries named above, and also in Spain, Finland, Italy, Latvia, Norway, Portugal, Rumania, Sweden, Turkey and Yugoslavia.

It was found that the regular hours of work are most frequently seven in the day or forty-two in the week in the administrative and some of the business services, and eight in the day or forty-eight in the week in nearly all the technical and most of the business services.

The staff in nearly every case have fifty-two rest days in the year, and these fall as far as possible once a week.

In several countries a limit is placed on the time which employed persons, and particularly travelling staff, may be required by their duties to spend away from their headquarters. The maximum number of hours of absence from home is fixed at about 300 a month.

The staff of the postal, telegraph and telephone undertakings receive, moreover, annual holidays without loss of pay; their length varies, but lies in most cases between one week and four weeks.

The regulations governing hours of work in these services in the European countries are most varied in form; but in substance they resemble one another closely in a number of respects, especially in regard to the points above mentioned, and also in the organisation of work during the night, the limitation of, and compensation for, overtime, etc.

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SIXTY-NINTH SESSION OF THE GOVERNING BODY.

Exceptional interest attaches to the Sixty-ninth Session of the Governing Body of the International Labour Office, which was held at Geneva from 29 January to 2 February under the chairmanship of Mr. de Michelis. On this occasion the Governing Body was faced with certain new facts as well as with political questions resulting from the entry of new Members into the International Labour Organisation, and it was not slow to take the political decisions that were needed to secure the continued regularity of its working. The discussions were kept throughout at a high level and at times were indeed moving, being dominated by the interest taken in the Organisation and the unanimous desire to serve its future.

The Government of the United States had appointed Mr. Isador Lubin, Commissioner for Labour Statistics in the Federal Department of Labour, to represent it at Geneva. In addition, the direct participation of the American Federation of Labour in the work of the Governing Body is now secured; its representative, Mr. James Wilson, joined the workers' group.

The Government of the U.S.S.R. had appointed Mr. Boris Markus, Chief of the Labour Section of the State Planning Commission, to be present at the session.

The questions to be settled by the Governing Body included the selection of the eight States members of the Organisation of chief industrial importance, which, as such, are entitled to a Government seat on the Governing Body. It will be remembered that since 1922 the following eight States (in alphabetical order, have held such seats: Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan. The recent admission to the Organisation of countries undoubtedly to be regarded as among those of most importance industrially, however, necessarily raised the question of revising the list.

After detailed consideration, based on the report prepared by its Officers and the statistical studies made by the competent services of the International Labour Office in collaboration with experts of universally recognised authority, the Governing Body decided that the eight States of chief industrial importance are now (in alphabetical order): France, Germany, Great Britain, India, Italy, Japan, the United States, and the U.S.S.R. The representatives of the Governments of these States will accordingly have permanent seats on the Governing Body from the next session onwards.

This decision was taken by 24 votes to 1. Then by 28 votes to 0 it was decided that the two States no longer included in the list, namely, Belgium and Canada, should continue to be associated with the work of the Governing Body, until the next election, in the capacity of Government deputy members.

There is no need to lay stress on the complexity of the constitutional question that has thus been settled.

As regards the activities of the Organisation, the Governing Body also took important decisions in connection with the Draft Convention on the 40-hour week which is to be submitted to the next Session of the International Labour Conference, opening at Geneva on 4 June next. It was decided that five industries should be proposed to the Conference for the immediate application of the reform: public works undertaken or subsidised by Governments, the iron and steel industry, building and contracting, glass bottle manufacture, and coal mining.

The inclusion of the mining industry for this first step towards the international realisation of the 40-hour week meets the demands put forward by the miners' organisations in regard to the partial revision of the 1931 Convention, fixing the maximum working day in coal mines at 7¾ hours. These organisations had requested that if the Convention were to be amended on certain points to which various Governments had drawn attention, the question of a further reduction of the working day in coal mines should also be raised. By the inclusion of this question in the selection of industries proposed for a first application of the 40-hour week, the problem of amending the 1931 Mines Convention will be much simplified.

The Governing Body decided in fact to place on the Agenda of the 1935 Session of the Conference the partial revision of this Convention on four technical points which certain Governments had indicated as likely to give rise to difficulties in their practical application.

The Governing Body also decided to postpone the holding of the Maritime Session of the Conference which was to have been held in June 1935 immediately after the June Session. The date of the Maritime Session will be fixed in April next, after the meeting of the Joint Maritime Committee in March.

Reference may finally be made to the question of the safety of workers in building construction, in regard to scaffolding and hoisting machinery, which was definitely placed on the Agenda of the 1936 Session of the International Labour Conference.

A brief account of the discussions of the Governing Body on each of the various questions dealt with is given below.

At the opening of the Session the chairman paid tribute to the memory of the late Mr. Marchesi, substitute for the Italian employers' representative on the Governing Body, and to that of the late Mr. Adatci, former Japanese Government representative on the Governing Body. The three groups of the Governing Body—Government, employers' and workers'—joined unanimously in these tributes.

The Chairman then welcomed Mr. Isador Lubin, who had been appointed by the Government of the United States to represent it at this Session. His presence, said Mr. de Michelis, was a good omen for the development of the activity of the International Labour Organisation and he hoped that the United States Government would soon be collaborating in the work of the Governing Body as a full Member.

Mr. Jouhaux (worker, France), in the name of the workers' group, also welcomed Mr. Lubin and added that it was with particular pleasure that the group welcomed a representative of the United States workers in the person of Mr. James Wilson; they had been awaiting this event since 1919.

At a later sitting, Mr. Jouhaux was, in fact, in a position to announce that the workers of the United States would in future be directly associated with the work of the Governing Body, for the American Federation of Labour had just appointed its President, Mr. William Green, to participate in that work. This appointment would become effective in June next, but from now onwards, he said, they could count on the collaboration of the A.F. of L. Mr. James Wilson, in the name of the A.F. of L., thanked the Governing Body for the warm welcome given him as its representative. The A.F. of L. would collaborate effectively in all constructive measures undertaken for the general interest, and it would be its aim to carry out the declarations of the Treaty of Peace which established the International Labour Organisation and to aid in bringing about greater social justice for all nations.

Mr. Picquenard (Government, France), in the name of the Government group joined in welcoming the representatives of the United States Government and workers.

Mr. Oersted (employer, Denmark) expressed the same sentiments for the employers' group and added that the group hoped that a United States employer would soon join it.

Mr. Lubin, in the name of the United States Government, thanked the Governing Body for the warm welcome he had been given as its representative. His Government was glad to be a member of the International Labour Organisation, for such membership made plain once more the aims of President Roosevelt as expressed in his last message—that the well-being of humanity should take first place in the activities of the Government of the United States.

The Chairman then announced that the Government of the U.S.S.R. had appointed Mr. Boris Markus, Chief of the Labour Section of the State Planning Commission, to be present at the Session of the Governing Body, and expressed his conviction that the Governing Body would learn this news with satisfaction. He welcomed the presence of the representative of the U.S.S.R. as the beginning of useful collaboration with that country.

Mr. Markus arrived in Geneva on Wednesday, 30 January. He thanked the President for the welcome extended to him in the name of the Governing Body, a welcome which gave him the assurance that in the Governing Body he would meet with that collaboration which would enable him to carry out effectively the mission entrusted to him by his Government.

On behalf of the workers' group, Mr. Jouhaux expressed its great regret at the absence of Mr. Largo Caballero, Spanish workers' representative, who is at present under arrest in Madrid. Mr. Jouhaux appealed again to the Spanish Government to allow Mr. Caballero to take his seat at the present Session of the Governing Body.

Mr. Ruiz Manent (Government, Spain) replied that the Spanish Government had already made known by letter that the reasons for Mr. Caballero's imprisonment had no connection whatever with his duties as a Member of the Governing Body of the International Labour Office, and that therefore the Government had not applied for his release. Mr. Ruiz Manent gave his assurance that as a political prisoner Mr. Caballero was being treated very humanely. He added that he would transmit the appeal of the workers' group to his Government.

The Number of States Members of the Organisation

In recalling the chief events during the last few months, the chairman stated that in addition to the United States and the U.S.S.R., Afghanistan and Ecuador had also become Members of the International Labour Organisation, which now had 62 States Members.

The Eight States of Chief Industrial Importance

Two private sittings were held to consider and discuss the reports of the Officers of the Governing Body, the International Labour Office, and experts on the selection of the eight States of chief industrial importance.

Mr. Riddell (Government, Canada) disagreed with the conclusions of these reports. While admitting that the Governing Body could take note of the actual changes that might arise in the situation of the eight States of chief industrial importance, he denied its competence to fix the list of these States, on the ground that this lay within the competence of the International Labour Conference in the first instance, and with the Council of the League of

Nations on appeal. With regard to the historical aspect of the question, Mr. Riddell argued that in any case the new list could not be applied at once, since the Governing Body was elected under the Constitution for a period of three years and its membership could not be altered during that period. He then criticised the criteria adopted for assessing the industrial importance of the different States. He concluded by saying that Canada was absolutely in favour of all necessary steps to secure the collaboration of the United States as soon as possible, but he felt that the procedure was contrary both to the letter and to the spirit of the Constitution of the International Labour Conference, and that some other solution should be sought.

Mr. Mahaim (Government, Belgium) discussed the juridical and statistical aspects of the problem and showed that in this respect the position was confused and that the question was not capable of solution by truly scientific methods. There was, however, also a political aspect and that was the more important. A great event had taken place—two new Members had joined the International Labour Organisation: one was the United States, that great country where at the present time social and economic experiments of the first importance were taking place, the outcome of which was being awaited by the whole world; and the other, the U.S.S.R., was also the scene of an amazing social experiment, on which it was essential for all countries to have reliable information. Undoubtedly these two countries were of great industrial importance, greater than that of the countries which would be excluded from the list of eight States, and they could hardly be expected to be kept on the doorstep for two years and a half.

Mr. Mahaim, speaking with profound emotion, reminded his hearers that no country was more strongly attached to the International Labour Organisation than Belgium, and it would give yet another proof of that attachment by accepting the proposals of the Office.

Mr. Mertens, workers' vice-president, stated that when he assisted in this capacity in drawing up the report of the Officers of the Governing Body, he acted not as a Belgian, but only in the interests of the International Labour Organisation. He paid homage to the personality and authority of his compatriot Mr. Mahaim, whose noble sentiments had deeply moved the Members of the Governing Body.

After further discussion—in which the following took part: Mr. Oersted, employers' vice-president, Mr. Ruiz Guinazu (Government, Argentina), Mr. Nakano (Government, Japan), Mr. Norman (Government, Great Britain), Mr. Jouhaux (worker, France), Mr. Jurkiewicz (Government, Poland), Sir B. N. Mitra (Government, India), Mr. Pao Hua-Kuo (Government, China), and Mr. Harold Butler, Director of the International Labour Office—the Governing Body by 24 votes to 1 (that of the Canadian Government representative) adopted the following resolution:

> The Governing Body,
>
> Having considered the reports submitted by its Officers concerning the revision of the list of the eight States of chief industrial importance,
>
> Recognises that the eight States Members of the International Labour Organisation of chief industrial importance are, in the French alphabetical order: Germany, the United States of America, Great Britain, France, India, Italy, Japan, Union of Soviet Socialist Republics.
>
> Accordingly the representatives of the Governments of the above States will sit on the Governing Body as from the beginning of the next Session as representatives of the eight Members of chief industrial importance.

The Governing Body then adopted, by 28 votes to 0, the following resolution:

> The Governing Body,
>
> Considering, moreover, that it would be just and expedient to enable the States which no longer figure on that list and which at present sit on the Governing Body to be associated with its work until the next election of the Governing Body,
>
> Decides to apply to them, by analogy, Article 3 of the Standing Orders of the Governing Body, and to regard them as Government deputy members.

The sitting was then opened to the public and the chairman officially announced these decisions. He asked Mr. Mahaim and Mr. Riddell to transmit to their respective Governments the assurance of the gratitude and esteem of the Governing Body on this particular occasion, when circumstances had compelled it to carry out in all impartiality one of the duties devolving upon it. He also urged that out of the whole discussion his two colleagues should remember especially the significance of the gesture which associated them with the work of the Governing Body under the best possible conditions obtaining at the moment. Its almost unanimous decision was meant as an eloquent testimony of esteem, attachment and friendship.

Hours of Work in Coal Mines

Among the questions on the Agenda was that of the partial revision of the 1931 Convention limiting hours of work in coal mines to 7¾ a day.

Mr. Jouhaux (worker, France) and Mr. Hayday (worker, Great Britain) submitted the claims of the miners' organisations, which asked in particular that if it was definitely decided to revise the Convention on the technical points presented by various Governments, the question of a further reduction of the working day in coal mines should also be discussed.

Several Government representatives expressed themselves in favour of a reduction of hours of work in coal mines, but feared that if revision were extended to the actual principle of the Convention, simultaneous ratification would become still more difficult for coal-producing countries, although ratification was, in fact, the object of the proposed revision. It appeared to them that this object could not be attained rapidly unless revision were restricted to technical points, leaving the general provisions of the Convention entirely out of account.

Mr. Oersted (employer, Denmark) and Mr. Forbes Watson (employer, Great Britain) recalled that there had been no change in the attitude of the employers' group, as regards either the 1931 Convention, or the proposals for its revision. The group maintained its attitude of opposition, which it considered to be justified by the difficulties met with in dealing with the Convention.

At the end of the discussion, the Governing Body voted on various resolutions.

First, by 14 votes to 6, it rejected a resolution, submitted by Mr. Oersted, to place on the Agenda of the 1935 Session of the Conference the total revision of the Convention with a view to making it universal in character.

By 20 votes to 0, the Governing Body then decided to place on the Agenda of the 1935 Conference the partial revision of the Convention on four technical points, namely, work on Sundays and legal holidays, exceptions for continuous processes, exceptions for preparatory and complementary work, the change over of shifts of workers employed in supervising certain machinery.

A proposal to include the question of the spread-over for revision was rejected by 8 votes to 7.

Finally, by 19 votes to 2, it was decided to postpone for later consideration the question of including the further reduction of hours of work, as proposed by the workers' group, since it would be discussed with that of the selection of the industries to which it is proposed that the Draft Convention on the 40-hour week, which will come before the next Session of the International Labour Conference, should first be applied.

The 40-Hour Week

The Governing Body thereupon took up the problem of the 40-hour week and the selection of the industries to which it could be applied in the first place.

It will be remembered that for this first step towards the international realisation of the 40-hour week, the International Labour Office had proposed the following four industries : public works, building and contracting, the iron and steel industry, and glassworks.

Mr. Norman (Government, Great Britain) emphasised the difficulty of choosing specific industries while the text of the draft Convention to apply to them was yet unknown. He submitted several proposals of procedure for the Governing Body to follow in dealing with the question.

Mr. Mertens (worker, Belgium) asked the Governing Body not to restrict the proposal to the industries suggested by the International Labour Office, but to extend at once the benefits of the 40-hour week to the greatest possible number of workers, including those in continuous process industries ; the textile, arms and munitions, naval construction, chemical and transport industries ; water, gas and electricity undertakings ; coal mines ; and printing trades. He drew special attention to the necessity of reducing hours of work not only in newspaper printing presses, but in all branches of the printing industry.

Mr. Picquenard (Government, France) wished the 40-hour week to be applied above all to the coal-mining and textile industries in addition to those proposed by the International Labour Office.

Mr. Nemecek (work, Czechoslovakia) supported Mr. Mertens and spoke in particular of conditions in the printing industry.

Mr. Mahaim (Government, Belgium) supported the proposals of the International Labour Office.

Mr. Oersted (employer, Denmark), speaking for the employers' group, except Mr. Olivetti, its Italian member, reaffirmed the group's opposition to the actual principle of a Convention on the reduction of hours of work as well as to the proposed procedure. His group held that such a measure would upset the whole economic structure without alleviating unemployment. It would therefore vote against all proposals, whether general or partial, for a 40-hour week.

Mr. Hayday (worker, Great Britain) maintained that the full application of the 40-hour week must not be limited to a small number of industries. He was sure that the technical difficulties of the general application of the reform had been greatly exaggerated.

Mr. Lambert-Ribot (employer, France) also gave reasons for the opposition of the employers' group. He maintained that the monographs prepared by the International Labour Office were too sketchy and incomplete to give the Governing Body an accurate idea of the situation, such as was essential if it was to reach a judicious decision in so serious a question.

Mr. Jouhaux (worker, France) replied that the problem raised was not a merely theoretical one of figures and statistics. Certain great industrial countries had already acquired practical experience in the reduction of hours of work and there was no doubt that satisfactory results had followed. He asked the Governing Body not to restrict the first international application of the 40-hour week to the industries proposed by the International Labour Office.

Mr. Forbes Watson (employer, Great Britain) laid special stress on the fact that the reduction of hours of work would increase production costs at a time when agricultural populations already found it impossible to purchase industrial products at current prices. He stated that the lesson of the 1919 Convention on the 8-hour day was a warning against the careless adoption of a new Convention on the 40-hour week.

Mr. Schürch (worker, Switzerland) asked to have the watch and clock industry, in which unemployment was very serious, included among the industries to which the 40-hour week should be applied in the first place.

Mr. Cau (deputy for Mr. de Michelis, Italian Government representative) explained that the attitude of his country on the question was well known. He strongly emphasised the necessity and urgency of the proposed reform. In Italy the recent collective agreements on the application of the 40-hour week had already given very satisfactory results, even more so than expected, since by 19 January they had led to the re-engagement of 177,511 unemployed workers. This had not meant an extension of short time, but rather a new distribution of work on the basis of the 40-hour week ; nor had it been a manœuvre to lower wages, which had even been increased owing to the system of allowances now in force.

Mr. Winter (Government, Czechoslovakia) reminded the Governing Body that his Government considered that a reduction of hours was a vital factor in combating unemployment in Czechoslovakia. The 40-hour week was already in force for public works and works subsidised by public authorities. Moreover, a Bill on the 40-hour week had been introduced, and the Government was in favour of private agreements between employers' and workers' organisations for the reduction of working hours. His Government therefore supported any proposal aiming at the adoption of international regulations on the subject.

Mr. Kupers (worker, Netherlands), in supporting the standpoint adopted by his group, asked that the 40-hour week should be applied to the margarine, soap and oilcake industry.

Mr. Ruiz Manent (Government, Spain) wished the following industries to be included among those to which the 40-hour week should first apply: mining, private manufacture of arms, printing and graphic arts, and, if possible, the textile industry.

Mr. Olivetti (employer, Italy) confirmed Mr. Cau's statement as to the success of the 40-hour week in Italy. The difficulties had been smaller than expected and the period of adjustment had been passed without serious trouble. The system in force in Italy was very similar to that now proposed for an international Convention, since the latter was to be one of principle containing specific applications to various industries. He would therefore vote for the International Labour Office proposals and was willing that they should be extended to include other industries.

Mr. Jensen (worker, Denmark) set forth the arguments of the workers' organisations in favour of international regulations establishing the 40-hour week. He strongly supported Mr. Kupers's demand for the inclusion of the margarine, soap and oilcake industry.

At that point the chairman stated that his colleagues on the Governing Body felt that it might be useful to take advantage of the presence of those Government representatives who had been invited to attend and to ask them to outline the position in regard to the problem in their own countries. Without wishing to exert any pressure on them, he announced that he would give them the floor if they wished to speak.

Mr. Isador Lubin, representative of the United States Government, then gave an account of what had been done in his country in regard to the reduction of hours of work. Congress had voted an Act applying the 30-hour week for public works subsidised in whole or in part by Federal funds. Of more than 500 codes governing the conditions of employment in various industries, over 90 per cent. laid down a week of 40 hours or less. It was impossible to state the exact effect of these measures on employment, for they were bound up with a whole series of measures of economic reform. However, it was estimated that in the cotton textile industry the reduction of hours of work had resulted in an increase in employment of 11 per cent.; in the iron and steel industry the increase had been 13 per cent. Mr. Lubin added that the United States Government was in favour of a 40-hour week in the greatest possible number of industries and countries. He held that this reform was not an end in itself, but an intermediate step on the road to still further limitation of working hours.

Mr. Harold Butler, Director of the International Labour Office, summed up the discussion and replied to remarks made concerning the monographs published by the Office. He explained that if there had been any oversights in connection with certain points, yet the monographs as a whole were a useful and effective documentary basis for the discussions of the Governing Body.

At the close of the general discussion, the Governing Body had to decide upon the various proposals placed before it. As a result of the voting, the industries to be proposed to the International Labour Conference in June next for the immediate application of the 40-hour week are the following: public works undertaken or subsidised by Governments, iron and steel, building and contracting, glass bottle manufacture, and coal mining.

By 16 votes to 11 the Governing Body decided that the whole question of the reduction of hours of work and its application to the above industries should be embodied in a single item on the Agenda of the June 1935 Session of the International Labour Conference.

The 1936 *Session of the International Labour Conference*

On the question of the 1936 Session of the International Labour Conference, the Governing Body decided to place on the Agenda the problem of the safety of workers in building construction, with reference to scaffolding and hoisting machinery. It was agreed that, apart from any proposal for international regulation, the International Labour Office should prepare for this Session of the Conference reports on collective agreements and the recruiting and placing of migrant workers.

Indian Railways and the 1919 *Hours Convention*

At a private sitting the Governing Body settled various administrative questions, and also adopted the report of the Committee which it had set up to examine a complaint made by Mr. Mehta, Indian Workers' Delegate to the 1934 Session of the International Labour Conference, concerning the application of the 1919 Hours Convention by the railways of India. The Committee had received a statement on the question from the Government of India and had noted the undertaking given by that Government to press forward with its programme of gradual application of the Convention with the least possible delay. The Committee expressed the hope that the benefits of the Convention would be extended at an early date to such workers on Indian railways as had not yet enjoyed them.

The Director's Report

The sitting was then made public and the Governing Body discussed the Report of the Director of the Office on the activity of the Organisation. In this connection it took certain decisions as to the position and work of various committees.

By 10 votes to 5 it adopted a resolution submitted by the workers' group, in which it noted with satisfaction the reply of the Secretary of the

League of Nations to the Director of the International Labour Office announcing that the Secretary would bring to the notice of the Economic Committee of the League the request of the International Miners' Federation for the calling of a tripartite conference in the near future in order to discuss once more the drawing up of international regulations for the coal-mining industry. The resolution also expressed the hope that such a tripartite conference, including representatives of Governments, mine owners and miners, would be called before the International Labour Conference.

The Governing Body also discussed the part of the Director's Report dealing with social insurance in the Saar Territory. It will be remembered that the question of social insurance allowances and pensions for workers employed in the Saar Territory was settled by the agreement reached in Rome. The International Labour Office has examined the conditions under which this agreement will apply to insured persons who leave the Saar. Proposals have been made to secure the payment of their pensions to such persons, and negotiations will take place under the auspices of the Committee of Three presided over by Baron Aloïsi.

The next Maritime Session of the International Labour Conference

The Governing Body decided that the next Maritime Session of the International Labour Conference should not be held in June immediately after the General Session of the Conference, as had at first been envisaged, but that the Joint Maritime Committee should meet in March next to examine the questions of procedure connected with the question. In April, after discussing the report of this Committee, the Governing Body will fix the date of the Maritime Session.

Journeys and Missions

The Governing Body took note of the Report of the Director of the Office on his visit to the United States and Mexico. In this connection, Mr. Tello, Mexican Government representative, thanked Mr. Butler for his visit, which would greatly contribute to tighten relations between Mexico and the International Labour Organisation.

The representatives of the Governments of the Argentine Republic and Brazil, Mr. Ruiz Guinazu and Mr. Gonçalvez, emphasised the importance and success of the mission to Latin America carried out by Mr. Tixier, chief of the Social Insurance Section of the International Labour Office.

It was decided that the Office should participate in the International Exhibition at Brussels.

The Governing Body adopted the report of its Standing Orders Committee on certain constitutional points, and also the reports of the Correspondence Committee on Accident Prevention and the Committee on Agricultural Work.

The Seventieth Session of the Governing Body will open at Geneva on 10 April next.

" PUBLIC WORKS POLICY."

Under the above title the International Labour Office has published a report on the systematic organisation of public works as a means of mitigating and preventing unemployment, a problem with which the Organisation has constantly dealt ever since it was set up.

The study, after summarising the available information relating to public works, secured from various Governments, discusses what should be the essential features of a policy based on the considerable experience already acquired.

The figures given are an indication of the efforts that certain Governments have made to turn idle capital to account by organising large-scale public works.

In the United States, in 1933–1934, the total amount of loans approved for financing work of this kind was 3,700 million dollars, but this sum was to be spread over a period of three years; the total ordinary estimates of the Federal Government in 1933–1934 amounted to 4,000 million dollars.

In Germany, the various public works programmes drawn up in 1932–1934 provide for the expenditure of 5,400 million RM., as compared with a total budgetary expenditure for all purposes of about 8,000 million RM. per year.

In Sweden, loan expenditure for public works represented about 250 million crowns for the financial year 1933–1934, and is estimated at 220 million crowns in 1934–1935, as compared with a total budget of 1,000 million crowns.

In Italy, all the public works carried out by the State, local authorities and public bodies subsidised by the State cost 5,800 million lire in 1932, while the total budgetary expenditure was 21,000 million lire.

The report of the International Labour Office also shows the results achieved in this field, on a more or less important scale, by Austria, Argentina, Australia, Belgium, Bulgaria, Canada, Chile, China, Czechoslovakia, Egypt, Finland, France, Great Britain, Hungary, Japan, Lithuania, Norway, New Zealand, the Netherlands, Poland, Portugal, Spain, Switzerland, the Union of South Africa, etc.

The International Labour Office remarks that up to the present time the results hoped for from the organisation of public works have hardly anywhere been realised owing to the lack of that co-ordination which the International Labour Conference recommended as early as 1919. One obstacle to co-ordination in most countries is the multiplicity of the authorities giving orders for public works.

In conclusion, the Office puts forward certain principles, including the following:

In every country, all public works and orders for supplies of the central authorities should be in the hands of, or supervised by a single body (an office, commissariat, committee or other permanent body), which should be competent to consider every aspect of the problem: the economic value of the work; its social consequences; and the possibilities of financing it.

The aim must not be to drive the public authorities into a systematic policy of undertaking risky and unprofitable schemes which would never be contemplated by private enterprise. What is wanted is that the State should, as far as possible, reserve its normal public works programme for slack periods, when private enterprises are short of orders and often of cash, while the public authorities can with comparative ease use the capital which has temporarily been withdrawn from productive activity in private economic undertakings.

The proposed central institution should have considerable financial autonomy.

It should be able to influence the policy of local authorities or public corporations to a sufficient extent to ensure the co-ordination of the works they undertake, especially by the method of making loans or grants liberally in times of depression and sparingly in times of prosperity.

The Office adds that these national bodies would be incomplete if they were not in turn co-ordinated by an international body. Extensive public works programmes may, particularly in their financial aspects, have international consequences which can be prevented by a co-ordination of national policies, and a centre for the exchange of information and of the experiences of the various countries would be of considerable value to Governments. This body might also be responsible for examining programmes of public works which are definitely international in character, either because the work in question directly affects several countries or because foreign capital is required to finance it.

A national and international public works policy, built up along these lines, would, it is contended, be more than merely a means of reducing unemployment: it would go far towards proving an effective method of preventing it.

This report of the International Labour Office will be submitted to the Unemployment Committee of the Governing Body, which will decide on the best means of ensuring the application of such a policy.

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THE FORTY-HOUR WEEK

BEFORE THE NEXT INTERNATIONAL LABOUR CONFERENCE

"*The reduction of hours of work, with special reference to :* (a) *public works undertaken or subsidised by Governments ;* (b) *iron and steel ;* (c) *building and contracting ;* (d) *glass bottle manufacture ; and* (e) *coal mines.*"

It is in this form that the question of the forty-hour week will come before the Nineteenth Session of the International Labour Conference, which opens at Geneva on 4 June, 1935.

It will be noted that in so framing this item of the Agenda, the Governing Body wished to give effect to the desire of the Conference, as expressed in 1934, that the general question of the reduction of hours of work should be maintained on its Agenda. The Governing Body made a choice of a number of industries as regards which the application of the reduction of hours of work might be immediately considered. In making this choice, it was mainly influenced by the desire to ensure that an effective start should be made within the most suitable field. The reports to be submitted to the Conference by the International Labour Office will therefore include the necessary drafts to enable the Nineteenth Session to take final decisions at once, if it so desires.

The guiding principle in selecting the industries in which the first stage of the international application of the forty-hour week should be tried was the desire to achieve concrete progress in the fields that appeared to lend themselves most easily to it.

In *public works*, for example, hours of work have already been reduced to a greater or less extent by various countries, including Australia, Belgium, Canada, Czechoslovakia, Germany, Italy, Luxemburg and the United States of America. Others, such as Denmark and France, are contemplating such a reduction.

Public works are carried out by public bodies, to whose advantage it is to do anything which might reduce the number of the unemployed, since this will at the same time reduce the charges resulting from the maintenance of the unemployed. The community can impose conditions with regard to the execution of public works, whether it carries them out itself or entrusts them to contractors who are concession holders, and therefore hours of work can be reduced without there being any necessity to amend general legislation on the subject.

Reduced hours of work in this field are all the more important since public works usually require a large amount of labour in themselves, and, in addition, their execution leads to increased employment of labour in those undertakings which supply goods required for public works. The increased possibilities of employment caused by the introduction of shorter working hours will therefore be particularly great, and at the same time it will be easy to secure the necessary additional labour, because a comparatively large part of the work can be done by unskilled workers.

It is generally estimated that about 50 per cent. of the total expenditure on public works represents the wages paid to the workers actually employed. At least one-third of the expenditure on supplies, however, represents wage costs, while a large part of the administrative expenditure is also represented by salaries. Thus, public works immediately provide purchasing power for a large number of workers, and thus make an effective contribution to general economic recovery.

International regulations reducing hours of work in this sphere therefore seem both particularly opportune and easy to carry out.

Most of the reasons mentioned above hold good for the industries of *building and contracting*, with which public works are closely allied. These industries are amongst those which usually employ the largest number of workers—some 13 million wage earners in twenty countries for which approximate statistics are available.

The percentage of totally unemployed persons in the building industry is extremely high. In December, 1933, it ranged from 28 to 86 per cent. according to the country, the kind of worker and the class of work. On 1 June, 1934, *i.e.*, in the busy season, the proportion was over 50 per cent. in Canada and the United States.

The hours of work fixed by law or collective agreement in the building industry and in certain kinds of contracting are already less than forty-eight per week, particularly in Canada, Great Britain, Spain (Madrid), the Union of Soviet Socialist Republics and the United States of America. In Italy, they are forty per week, owing to the suppression of the necessity to make up for time lost on account of bad weather. Hours of work have generally been reduced with a view to remedying unemployment.

The *iron and steel industries* employ a considerable amount of labour. More than one and a half million persons are employed in these industries in the five countries where they are mainly carried on, namely, France, Germany, Great Britain, the Union of Soviet Socialist Republics and the United States of America. Unemployment in the industry is undoubtedly high. Mechanisation and rationalisation have resulted in much progress of all kinds.

In most countries regulations concerning hours of work have been applied to the iron and steel industries. There do not appear to be serious difficulties in the application of provisions laying down a shorter week than forty-eight hours, such as exist in certain countries.

The iron and steel industry is essentially a continuous industry, and thus offers special opportunities of creating new employment by an increase in the number of shifts carrying out the continuous work of the undertaking.

In the *glass bottle industry*, the amount of labour employed is comparatively small, owing to the general adoption in most of its branches of automatic and semi-automatic machinery which only requires a small number of workers. Unemployment in the industry was due in the first place to mechanisation, and has been increased by the economic depression.

Leaving on one side the United States, where a working week of forty hours on an average has been adopted for industry as a whole, it may be noted that in Great Britain and Norway, glass-bottle factories have for some years past reduced their hours to an average of forty-two per week. Both employers and workers express themselves satisfied with these hours.

In Italy and Czechoslovakia, also, the forty-two hour week has recently come to be generally applied.

It will be remembered that there is already an international Convention limiting hours of work to forty-two in automatic sheet-glass works. When adopting this Convention in June, 1934, the International Labour Conference also voted a resolution in favour of regulating hours in other automatic and semi-automatic branches of the glass industry.

The *coal-mining industry* is of first-rate economic importance. It supplies a large number of other industries with power or raw materials. It employs millions of workers (five and a half million persons employed in twenty-one countries for the whole mining and quarrying industry—in which the coal-mining industry has by far the most important part). Unemployment in the industry is very serious. To ameliorate it, short time is often resorted to—the number of shifts worked per week or month being reduced. Hours of work are everywhere strictly regulated and the application of national legislation does not appear to give rise to special difficulties. The International Labour Conference has already adopted, for underground work in coal mines, a Convention limiting the maximum working day to seven and three-quarter hours.

This brief summary gives an idea of the extent of the first international results achieved in the field of the forty-hour week with which the Conference will deal in June next.

HOURS OF WORK ON BOARD SHIP AND THE QUESTION OF MANNING

The Joint Maritime Commission, comprising representatives of the international organisations of shipowners and seamen, met on 14 March in Paris at the Ministry of the Mercantile Marine, under the chairmanship of Mr. de Michelis, Chairman of the Governing Body of the International Labour Office.

In opening the meeting, the Chairman made sympathetic reference to the death of two members of the Commission since its last meeting: Mr. de Rousiers, Vice-President of the Central Committee of French Shipowners, and Mr. Francois Mas, President of the International Mercantile Marine Officers' Association.

It will be remembered that one item on the agenda of the Maritime Session of the International Labour Conference, which had been planned for 1935, was the extension and adaptation to seamen of the eight-hour day and the forty-eight-hour week.

After that decision was taken, the seamen's organisations asked that the question of manning, which, in their view, is bound up with that of hours of work, should also be placed on the agenda of the Conference. It was on this point that the Joint Maritime Commission had to take a decision.

After a long discussion, in which the shipowners' and seamen's representatives and Mr. Harold Butler, Director of the Office, took part, the commission unanimously decided to request the Governing Body:

(1) To place the question of manning on the agenda of the next special maritime Session of the Conference, with a view to examination of the problem of hours and manning as a whole;

(2) To convene before this Session and not later than November, 1935, a preparatory technical tripartite meeting to deal with the question of

manning in relation with hours of work on board ship ;

(3) To submit also to the same meeting the question of holidays with pay for seamen ; and

(4) To convene the special maritime Session of the Conference in the autumn of 1936 with an agenda including all the questions on which a first discussion has already been held, with the addition of the questions of manning and holidays with pay for seamen, which would be considered to be placed on the agenda of the Conference for second discussion.

SIX OR SEVEN MILLION YOUNG PERSONS ARE UNEMPLOYED

The International Labour Office estimates that of approximately 25 million unemployed throughout the world, about one-fourth, or 6 to 7 million, are young persons under 25 years of age.

In Czechoslovakia, in February, 1933, 22·8 per cent. of the unemployed were aged from 14 to 24 years.

In Denmark, in May, 1933, 28·1 per cent. of the unemployed were between the ages of 18 and 25 years.

In Finland, in October, 1933, 33·3 per cent. of the unemployed were between 16 and 25 years of age.

In Germany, in June, 1933, 26·1 per cent. of the unemployed were under 24 years of age ; in June, 1934, this percentage was 18·8.

In Great Britain, in 1931, 30·2 per cent. of the unemployed were between 14 and 24 years of age.

In Hungary, in 1930, 42 per cent. of the unemployed were under 24 years of age.

In Italy, in 1932, 41·5 per cent. of the unemployed were between 15 and 25 years of age.

In the Netherlands, in October, 1933, 27·8 per cent. of the unemployed were under 25 years of age

In Norway, in 1933, 27 per cent. of the unemployed were between 18 and 24 years of age.

In Sweden, in November, 1933, 33·7 per cent. of the unemployed were between 16 and 25 years of age.

In Switzerland, in July, 1934, 15 per cent. of the unemployed were under the age of 24 years.

In the United States, in April, 1930, 27·6 per cent. of the unemployed were between 15 and 24 years of age.

These figures show the great quantitative importance of this question of unemployment among young persons, which will come before the International Labour Conference opening on 4 June next at Geneva.

The especial seriousness of this problem is to be found in the particularly unfortunate consequences of continued idleness for young people, more than for older persons. If adults, after long years of work, are able to face the difficulties of life, on the other hand how can young people on their own resources successfully resist the demoralising effects of prolonged unemployment ?

In an endeavour to remedy this grave situation, a large number of countries have taken various steps, which the International Labour Office analyses in the report prepared to serve as the basis of the discussions of the Conference.

This report has been drawn up so that the Conference, if it wishes, can take definite decisions this year, as an exceptional measure omitting the usual double discussion procedure.

The International Labour Office considers that the question can be more suitably dealt with by a Recommendation than by a Draft Convention. Most of the measures to be taken to ameliorate unemployment among young persons do not appear to require that countries should undertake the mutual liabilities involved by an international Convention, but rather call for the pooling of experience gained with a view to determining the most effective methods of dealing with the problem.

Among these measures, the report of the International Labour Office pays particular attention to the following : that the minimum age for leaving school and being admitted to employment should be fixed now at not less than fifteen years ; the creation of an increased number of technical schools ; the organisation of vocational training centres in public employment agencies or in connection with them ; the establishment of recreational centres, physical training centres, reading rooms, etc., where young unemployed persons could pass their enforced leisure time.

Where it is considered desirable to establish employment centres for unemployed young persons, the principal object of which is not to give vocational training but to provide work under conditions other than normal conditions of employment, adequate safeguards should be adopted to prevent abuses. In particular, attendance at such unemployment centres should be strictly voluntary, should exclude any idea of military training, and these centres should only undertake work which under prevailing economic conditions would not be carried out by workers in normal employment.

HOLIDAYS WITH PAY

The International Labour Office has sent to all the Governments of States Members a report on the question of workers' holidays with pay, which is also on the agenda of the next International Labour Conference.

This social reform already exists in many countries, and its rapid extension would appear to present no great difficulty.

At the present time, fifteen States have established the legal right of manual workers and salaried employees in industry and commerce to an annual holiday with pay. These countries are : Austria, Brazil, Chile, Czechoslovakia, Finland, Italy, Latvia, Luxemburg, Mexico, Peru, Poland, Portugal, Rumania, Spain, and Sweden. The two Swiss Cantons of Basle-Town and Valais also have this legislation.

Two States—China and Lithuania—have legislation applying to manual workers only. Three others—Panama, Uruguay and Yugoslavia—and the Swiss Canton of Ticino have legislation applying to salaried employees in industry and commerce. In Greece and Salvador the law applies to commercial employees only. A certain number of countries have legislation applying to other categories of workers.

Moreover, many workers also receive holidays with pay in virtue of collective agreements or established custom .

For Europe only, the number of workers enjoying the benefits of holidays with pay is estimated at more than 19 million, or approximately 40 per cent. of the total number of workers.

The report of the International Labour Office shows also that it was long customary for craftsmen to stop work on a certain number of religious festivals—apart from Sundays—every year. It is only since modern industry aimed at a stricter regulation of labour, or at least at the fullest possible use of its technical equipment, that a number of these festivals have been struck off the list without compensation to the worker. But because modern production processes subject the wage-earner to an ever-increasing nervous tension, it is more than ever necessary that he should be given an opportunity for sufficient recuperation. There is, moreover, the social argument that inasmuch as modern production processes and rationalisation considerably increase individual output, it should be possible for the worker to share in the benefits of the increase in productivity by the enjoyment of a few days' holiday every year.

From the purely economic point of view, paid holidays are not a burden on the employer for which he receives no return. On the contrary, the wage-earner, refreshed on his return from holidays, works better ; and the result is higher output, fewer spoilt goods, less absence, less sickness, and fewer accidents.

A consideration of a different kind which has gained weight since unemployment has become so severe is that the generalisation of annual holidays with pay, given in rotation, is one of several measures which would enable additional staff to be employed.

As the result of its studies on the law and practice obtaining in different countries, the International Labour Office states that a social reform which has secured such widespread and speedy recognition is bound to become universal. " The time has arrived for the International Labour Organisation to deduce from the wide range of individual experiments the principles which will best serve the interests of the community, and to give the movement for paid holidays the support of its authority, so as to facilitate the uniform treatment of the question and enable workers who do not yet receive holidays to enjoy in their turn the benefits of continuous rest for several days each year."

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts appointed to examine the annual reports which Governments are required to submit to the International Labour Office on the measures they have taken to give effect to the international labour Conventions ratified by them held a meeting at Geneva from 25 to 30 March.

The following members were present : Mr. Erich (Finnish), Sir Selwyn Fremantle (India), Mr. Jules Gautier (French), Mr. Gini (Italian), Mr. McNair (British), Mr. Makowski (Polish), Mr. Quadrat (Czechoslovak), Mr. Rappard (Swiss), Mr. Tschoffen (Belgian).

The Committee appointed Mr. Jules Gautier as Chairman.

The number of reports furnished by Governments within the specified time limit was 521, as compared with 436 in 1934. The experts noted in particular the improvement in regard to the despatch of reports from the Latin-American countries, which was a marked feature of the year under review.

As in previous years, the Committee was able to record the continued spread of the application of the Conventions to colonies, protectorates and possessions which are not fully self-governing.

It also noted with satisfaction the statement of the Director of the Office that, in accordance with a recommendation made by the experts and approved by the Governing Body of the Office, a meeting of factory inspectors from a certain number of States might be convened by the Office in the near future. The Committee held that such a step might prove a means of making the application of the Conventions increasingly effective.

In its report for submission to the Governing Body, the Committee as usual set forth in detail the observations of the experts on the Governments' annual reports. It drew attention to the fact that in many cases Governments had been prevented by temporary economic difficulties from removing certain discrepancies between their national law or practice and the provisions of the Conventions.

THE CRISIS AND THE WORK OF SOCIAL AND ECONOMIC RECONSTRUCTION IN THE UNITED STATES

It is impossible to understand properly the work of social and economic reconstruction which is being carried on by President Roosevelt's Administration in the United States, unless account is taken of the critical situation in which the country found itself in March, 1933, when the new Administration took office.

One of the most important chapters of the study published by the International Labour Office on the subject is that which outlines the effects of the unprecedented economic crisis which in three years and a half had brought the social and economic fabric of the United States nearly to a catastrophic breakdown.

From $81,040,000 in 1929, the national income fell to $48,952,000 in 1932—a diminution of 40 per cent. ; and the total buying power of the country declined by some 25 per cent.

In the basic industries, the decline in salaries was 41 per cent., and total wages fell 60 per cent. In construction, income declined by more than 70 per cent., and agricultural income fell nearly 50 per cent.

The total number of people engaged in various occupations decreased by over 10 millions.

The average number of unemployed, which, according to the estimates of the American Federation of Labour, was 3,947,000 in 1930, increased to 7,431,000 by 1931, and to 11,489,000 by 1932. In March, 1933, a provisional estimate gave a total of 13,689,000. The figures of the National Bureau of Economic Research gave still larger totals: 9,800,000 in 1931 and 14,400,000 in 1932, as against 2,200,000 in 1929—representing almost a sevenfold increase in the course of the three years.

The cost of total relief expenditure was estimated at $85 million in 1929, at $150 million in 1930, at $300 million in 1931 and at $500 million in 1932. But, in spite of their rapid increase, these relief payments never reached any considerable proportion of the total labour income. The estimated relief payments for 1932 amounted to less than 2 per cent. of the National Bureau of Economic Research estimate of total labour income for that year.

The catastrophic fall in prices and trade during the depression, with their effect on tax receipts, and the increased demands on the Federal Government for the relief of unemployment and financial aid to business undertakings, were seriously endangering the balancing of the national budget.

At the same time there was a progressive weakening of the banking and credit structure of the country. The end came in February, 1933, when the eight-day State-wide banking holiday proclaimed in Michigan started a process of " one-way banking "—in which payments were stopped in that State, while withdrawals took place in other States. The corporation of Detroit drew on their accounts in other States for their payrolls ; these States were forced to call upon resources in yet other States ; and so, day by day, the contagion spread. By 6 March the disease had become nation-wide and it was found necessary to suspend all banking operations throughout the country. It was at this moment that the new Administration, with President Roosevelt at its head, took office.

The facts of the situation—the decline in the national income, the virtual shutting down of large areas of production, the spread of unemployment, the fall in prices to unremunerative levels, the rising mountains of debt, the innumerable disequilibria in every department of economic life—show both how urgent was the need for action and indicate to some extent the directions in which action was required.

It would be a complete misunderstanding of the position to attribute the sudden change in policy entirely to the sufferings and lessons of the depression. Behind this immediate urge was a slower and less spectacular change in physical facts and outlook, calling for new forms of social and economic organisation. The evolution of the country from the pioneer and frontier stage to that of the great industrial continent that it has become ; the manifold changes in its national structure and international relationships as a consequence of the World War—these and many other fundamental modifications called for a new orientation and new methods.

But while these various influences are at work behind the recovery and reconstruction programme, the immediate occasion for the rapid formulation and adoption of this programme was unquestionably the depression which, with unparalleled violence, had ravaged the country during the preceding years.

* * *

The measures of social and economic reconstruction which are being applied in the United States are too new to enable definite opinions as to their effects to be formed. Moreover, as every day brings its developments and innovations, it is more than usually difficult to give the various parts of the programme their due proportion and significance.

Nevertheless, a careful study, such as that published by the International Labour Office on the developments of the fifteen months from the accession of President Roosevelt to power in March, 1933, to June, 1934, when the 73rd Congress finally dispersed, allows certain general features to be singled out.

The outstanding feature of this programme of social and economic reconstruction is the enormous increase in Government initiative and Government control, due account being taken of the constitutional framework within which it has to operate.

Certain of the measures taken, although novel in American experience, are not essentially " new " in the world as a whole, such as the action taken for the relief of unemployment, for the provision of employment offices, for the regulation of banking and of the investment market. The changes made in these various fields are undoubtedly of great importance for the United States. Thus the definite assumption of responsibility for unemployment relief by the Federal Government marks a new era in the social policy of that country.

But the essentially " new " part of the reconstruction programme is found in the following three major aims :

(1) the effort to organise producers in industry and in agriculture so as to permit of some degree of economic self-government having the control of labour standards and, to a lesser degree, of prices and production among its principal aims ;

(2) the adoption of measures to revive business activity, to increase the volume of buying, and to raise the commodity price level ;

(3) the attempts to bring about a change in the

distribution of income in favour of wage-earners and of farmers.

These three inter-connected forms of Government initiative and control together make up what is essentially new in the programme of reconstruction.

In connection with the first point, the measures taken in virtue of the system of codes are continually undergoing changes. Among other results from the social standpoint, they have considerably reduced hours of labour, usually to forty hours per week, have raised wages, and practically abolished the employment in industry of children under sixteen years of age.

On the second point, that a certain revival of business activity has taken place, that the volume of buying has increased somewhat and that the commodity price level has advanced are all well-established facts. But it is impossible to say to what extent the expansionist methods may be considered responsible.

It is also too soon to say how far the attempt to bring about a change in the distribution of income has been successful. It is a fact, however, that the reduction of hours and increase in wage rates under the industrial codes have been accompanied by a 75 per cent. increase in total payrolls, although the real value of this gain is actually less than it appears by reason of the rise in the cost of living. Nevertheless, the increase in real earnings of wage-earners as a whole (total real payrolls) resultant of increased wages and fuller employment, has been of the order of 60 per cent.

The study of the International Labour Office shows another aspect of the reconstruction plan which is of fundamental importance—that of the conduct of international economic relationships.

The United States has declared itself in favour of international economic co-operation along radically new lines, involving positive measures on the part of the various countries to restore prices and to promote business activity. This proposal has so far met with little response, owing to the present economic situation. As a consequence, more favourable circumstances must be awaited.

" So long as some countries," remarks the International Labour Office, " are working on the principles of the quasi-automatic gold standard while others are following the principles of the New Deal, it is difficult to conceive of stable economic relationships between them for any length of time. With one group of countries meeting industrial depression by reduction of prices and costs while elsewhere measures are taken to keep up the volume of buying and sustain prices, exchange stability becomes well-nigh impossible. Similarly, with a wage policy in some parts of the world involving general wage reductions to meet economic exigencies, while elsewhere the wage policy followed is designed to bring about a redistribution of income in favour of the wage earners, freer international trade is highly unlikely.

" The working out of the New Deal is thus of material consequence to the world in three separate ways. In the first place, given the great economic importance of the United States, it is essential that there should be a complete and sustained revival of business activity in that country if the movement towards world recovery is to continue. In the second place, the degree of success attained in the organisation of producers, in the expansionist technique and in the redistribution of income will necessarily influence the conduct of other countries in their own efforts towards recovery and reconstruction. Most important of all, the course of events in the United States during the next few years may have a decisive influence upon the evolution of the economic internationalism of the future. The outcome of the New Deal, more than any other single factor, is likely to decide how far national control of economic conditions can be reconciled with international economic relationships."

INDUSTRIAL RELATIONS

The International Labour Office has issued a further series of studies on industrial relations—those existing between management and staff.

The new volume of monographs deals with undertakings of widely different character: the Canadian National Railways (owned by the Federal Government); the Pequot Mills of the Naumkeag Steam Cotton Company, at Salem, Massachusetts, United States of America; the large department store of " La Samaritaine," at Paris; the Norwegian Nitrate Company; and the Arbed-Terres Rouges Amalgamation (steel works) in Luxemburg, in connection with which the whole question of industrial relations in the Grand Duchy is examined.

This is the first time that the scope of the studies of the International Labour Office on this subject has been extended to extra-European countries: Canada and the United States.

It is also the first time that a commercial establishment has been included in this series of monographs.

It will be remembered that these studies of the International Labour Office on industrial relations are of a strictly documentary nature. The undertakings have been selected as illustrations, not as patterns; and it is left to the reader to draw such lessons from them as he may wish.

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THE SEVENTIETH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Seventieth Session at Geneva from 11 to 13 April, 1935, with Mr. G. de Michelis in the chair.

This is the first Session to be held since the change in the composition of the Governing Body resulting from the decisions taken in January last, which gave the United States and the Union of Soviet Socialist Republics each one of the Government seats allotted to the eight States of chief industrial importance. In addition, the United States employers and workers were directly represented in the Employers' Group and Workers' Group respectively.

During the Session the Governing Body approved the Budget of the International Labour Organisation for 1936.

It unanimously ratified the proposals also unanimously agreed on by the Joint Maritime Commission with a view to the final settlement of various questions of maritime employment that have been in suspense for some years or were recently placed on the agenda of the International Labour Conference. Thus, after consideration by a preparatory technical tripartite meeting to be held in November, 1935, a special Maritime Session of the International Labour Conference will, in the autumn of 1936, take final decisions on all these problems, including those of hours of work on board ship and manning.

The Governing Body also took preliminary decisions of interest on two questions submitted to it by its Chairman, which are likely to prove of considerable importance to the future activity of the Organisation. These are the questions of workers' spare time in relation to the reduction of hours of work and the possible extension of the scope of International Labour Conventions.

A brief account of the discussions of the Governing Body on each of the questions on its agenda is given below.

In opening the first sitting, the Chairman announced that as the result of the decisions taken at the preceding session, the composition of the Government Group of the Governing Body was now as follows:

> Argentina, Brazil, China, Czechoslovakia, Finland, France, Germany, Great Britain, India, Italy, Japan, Mexico, Poland, Spain, the Union of Soviet Socialist Republics and the United States of America.

The Chairman welcomed the members present for the first time at a session of the Governing Body. The Governments of the United States of America and of the Union of Soviet Socialist Republics are each now entitled to occupy one of the seats on the Governing Body allotted to the eight States of chief industrial importance. The Government of the United States exercised this right by appointing to represent it Mr. Richardson Saunders, Assistant to the Secretary of Labour, to whom the Chairman extended a very cordial welcome on behalf of the Governing Body. Mr. de Michelis recalled the fact that he had said, when Mr. Lubin had been present at the Sixty-ninth Session, that the Governing Body was very gratified to see the United States Government taking part in its work. The wish he expressed on that occasion that the United States should be associated with the work of the Governing Body, with all the prerogatives attaching to the position of a Member, was now realised, and he was sure that this would be a very fortunate circumstance for the future work of the Organisation.

The Government of the Union of Soviet Socialist Republics had taken note of the fact that a seat had been assigned to it among the Members of chief industrial importance and had appointed to represent it Professor Boris Marcus, chief of the Labour Section of the State Planning Commission. Mr. de Michelis once more expressed the satisfaction which he felt at the presence of Mr. Marcus and the hope that collaboration between the U.S.S.R. and the Organisation might be continued and might develop under the best possible conditions.

The Chairman also welcomed the new representative of the Mexican Government, Mr. Vicente Estrada Cajigal, who, owing to illness, was replaced at this session by Mr. Tello, and the new representative of the Chinese Government, Mr. Li Ping-Heng, Director of the Labour Committee of the Ministry of Industry of China.

The Chairman announced that with a view to associating the United States with the work of the Organisation, the Employers' Group and the Workers' Group had respectively appointed representatives of the United States employers' and workers' organisations to sit on the Governing Body. The employers' representative was Mr. Henry Dennison of the United States Chamber of Commerce, and the workers' representative was Mr. Dubinsky, Vice-President of the American Federation of Labour. On behalf of the Governing Body Mr. de Michelis welcomed them, as well as Mr. Bishop of the Employers' Federation of New Zealand, who at this Session took the place of Mr. Gemmill.

As representative of the United States Government, Mr. Richardson Saunders expressed his country's gratitude to the Chairman and members of the Governing Body for the kind reception which they had given him. The purposes which the International Labour Organisation had been created to serve were those pursued by the United States. For the past two years all their efforts had been devoted towards improving the welfare of the people and securing for wage earners those rights which were essential towards raising the standard of life. These recovery measures had brought about a considerable improvement in economic conditions in the United States, as was shown by the monthly survey of the Department of Labour covering employment and payrolls in 90 manufacturing industries and 18 non-manufacturing industries. The figures showed that since March, 1933, some 275,000 workers had been returned to employment, and that weekly payrolls were 92,000,000 dollars greater. In addition, approximately 2,546,000 persons were engaged in public employment work.

Legislation now in the making by the United States Government would be of great aid to wage earners in the future. It would set up a certain definite security for men, women and children by providing unemployment insurance, old age pensions, aid to crippled and dependent children, and public health service. It would mean the development of a more stable income, which should restrict any future depression. President Roosevelt in his programme placed first the security of the workers of the nation. "It is our hope," said Mr. Saunders, "that the United States in close association with the other Member nations of this great Organisation may wield an influence that shall benefit not only its own citizens, but working men and women throughout the world."

Mr. Boris Marcus, too, thanked the Chairman for his kind words of welcome. "I shall follow the work of the Governing Body during this Session," he said, "with the greatest interest and attention, and I venture to express the hope that the recognised achievements of the Government of the U.S.S.R. in the field of social legislation, and the successful application of that legislation may prove of great use to the work of the Organisation. Your cordial welcome has led me to hope that I shall be able to fulfil in the most useful manner the mission entrusted to me by my Government."

Mr. Tello and Mr. Li Ping-Heng thanked the Chairman in the names of the Mexican and Chinese Governments.

The Governing Body paid a tribute to the memory of Sir Arthur Steel-Maitland, who had been associated with the work of the International Labour Organisation during his term of office as British Minister of Labour from 1924 to 1929.

THE NEXT MARITIME SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body then turned to the questions on its agenda and dealt first with the proposals unanimously agreed on by the Joint Maritime Commission regarding the preparation and date of the next Maritime Session of the International Labour Conference.

In adopting these proposals, in connection with which an agreement had been reached for the first time between the shipowners' and seamens' organisations, the Governing Body decided:

1. To add the question of manning to the agenda of the next Maritime Session of the Conference, to be discussed in connection with the hours of work on board ship;
2. To convene in November, 1935, a preparatory technical tripartite meeting to deal with (*a*) the question of manning in relation to hours of work on board ship, and (*b*) the question of holidays with pay for seamen. (To this meeting will be invited the following twenty-four countries possessing over 250,000 tons gross of sea-going merchant shipping, excluding vessels under 100 tons: Great Britain, United States, Japan, Norway, Germany, France, Italy, Netherlands, Sweden, Greece, Spain, Denmark, Canada, U.S.S.R., Brazil, Finland, Belgium, China, Yugoslavia, Argentina, Australia, Panama, Portugal and India);
3. To convene in the autumn of 1936 a special Maritime Session of the International Labour Conference to take a final decision, not only on the maritime questions carried over from the special Session of 1929—including hours of work on board ship—but also on those of manning and holidays with pay for seamen.

The Governing Body took various decisions concerning the effect given or to be given to the resolutions adopted by the 1934 Session of the International Labour Conference.

THE REDUCTION OF HOURS OF WORK AND WORKERS' SPARE TIME

The Governing Body examined the question of workers' spare time in relation to the reduction of hours of work. It will be remembered that it was on the initiative of its Chairman, Mr. de Michelis, that this problem came before the Governing Body.

The Director of the International Labour Office, Mr. Harold Butler, followed by Mr. Mahaim (Government, Belgium), Mr. Jouhaux (worker, France), Mr. Anselmi (Government, Italy), Mr. Oersted (employer, Denmark), and Mr. Mertens (worker, Belgium) emphasised the growing importance of this question, which has arisen in nearly every country. The main function of the International Labour Office in this field should be that of co-ordinating the various movements in favour of satisfactory utilisation of workers' spare time.

It was decided to set up a small committee of three members of the Governing Body to study the problem and submit proposals at a future session.

THE BUDGET OF THE ORGANISATION FOR 1936.

The Governing Body discussed the report of its Finance Committee dealing with certain administrative questions, and in particular the Budget of the International Labour Organisation for 1936, which has been drawn up according to the principles of economy actuating the various countries. The Budget was adopted by 22 votes to nil, the Employers' Group abstaining.

APPLICATION OF CONVENTIONS

The Governing Body examined the report of the Committee of Experts set up to examine the annual reports furnished by the States on the measures taken by them to apply International Labour Conventions which they have ratified. This report will be submitted to the next Session of the International Labour Conference, which opens at Geneva on 4 June.

CONTINUATION OF THE WORK OF THE INTERNATIONAL MANAGEMENT INSTITUTE

The Governing Body discussed whether, and by what means, the International Labour Office should continue the work of the International Management Institute, which ceased functioning a few months ago.

In this connection the new American employers' representative, Mr. Dennison, gave the Governing Body an account of his personal experience of scientific management. The movement could no more be arrested than science itself, but it might take most unfortunate forms if it were directed solely at increasing employers' profits. The social aspects of rationalisation must not be forgotten. From this point of view the Governing Body and the International Labour Office might exercise a beneficent influence and help to guide the scientific management movement along lines which would benefit the workers and the consumers and would ultimately be of advantage to the human race.

It was decided to consider the possibility of setting up a body inside the Office, with outside support, which would be responsible for studying the social, technical and economic aspects of rationalisation. A report on the results of negotiations carried on for this purpose will be submitted to the October Session of the Governing Body, and a definite decision will then be taken.

EXTENSION OF THE SCOPE OF INTERNATIONAL LABOUR CONVENTIONS

After Mr. Mertens (workers' vice-chairman) had taken the chair, Mr. de Michelis made a statement explaining his proposals for the extension of the scope of International Labour Conventions so as to provide for all workers not yet covered.

Under present conditions a large number of workers are not protected either nationally or internationally, either because they belong to categories included in exceptions allowed for in various International Labour Conventions so far adopted, or because they belong to countries where social legislation is little developed or even non-existent. Mr. de Michelis asked that these millions of workers, for whom the International Labour Organisation was still an inadequate safeguard, should be afforded a minimum of protection. He accordingly proposed that the Conventions already adopted by the International Labour Office should be examined in order to see whether the exceptions and exemptions that they contain are still justified. A study should then be made of the possibility of extending certain provisions of these Conventions to other classes of persons, to whom they do not at present apply. Finally, in order to cover the whole field, and, in particular, in order to meet the situation in countries that have not yet ratified, or have ratified only a small number of International Labour Conventions, Mr. de Michelis asked that consideration should be given to the adoption of an International Labour Convention of a general character by which all States which had not yet done so by way of legislation should agree to guarantee to all workers, without exception, at least the application of the essential principles of labour legislation laid down in Part XIII of the Treaty of Peace, which all States Members of the Organisation had accepted.

A discussion followed in which Mr. Jurkiewicz (Government, Poland), Mr. Ruiz Guiñazu (Government, Argentina), Mr. Tello (Government, Mexico), Sir B. N. Mitra (Government, India), Mr. Mannio (Government, Finland), Mr. Forbes Watson (employer, Great Britain), and Mr. Erulkar (employer, India) took part. They all emphasised the importance for the International Labour Organisation of the problem which Mr. de Michelis had raised.

Mr. Jouhaux (worker, France), while admitting the importance of the principle, made certain reservations. He supported any attempt to remove the exemptions and exceptions laid down in existing Conventions. These were perhaps reasonable when the Conventions were adopted, but were no longer justified at the present time. But he was doubtful as to the efficacy of the general Convention proposed by Mr. de Michelis, laying down a minimum legal protection. He felt that it might be dangerous for workers in countries having a high social standard, since the Governments of those countries might be tempted to limit their legislation to the minimum laid down in the general Convention, and to take no account of the other Conventions. He held that the essential problem was that of the obligations of States Members with regard to the Conventions for which their representatives had voted at the Conference. Mr. Jouhaux asked that Mr. de Michelis' proposals should be carefully studied by the Governing Body.

Mr. Oersted (employer, Denmark) emphasised the fact that the fundamental problem was that of the universal application of International Labour Conventions. He recognised the importance of the proposals and also asked that they should be carefully studied.

Finally, the Governing Body, by 23 votes to nil, decided to submit Mr. de Michelis' proposals to the Committee on Agricultural Work in so far as they related to the situation of agricultural workers in connection with International Labour Conventions, and to the Joint Maritime Commission in so far as they concerned the situation of seamen. The Office is to draw up a report on the existing situation with regard to the exceptions in various International Labour Conventions, and also the application of Recommendations. A special committee of the Governing Body will examine the reports submitted periodically on the application of Conventions, with a view to seeing whether the exceptions laid down should be maintained, deleted or restricted by revision. The Office will also present a report to the Governing Body on the situation with regard to protective legislation in countries which have as yet ratified few or none of the Conventions.

Hours of Work in the Textile Industry

Mr. Dubinsky, representative of the American Federation of Labour, wished to take advantage of this first occasion on which the workers of the United States were officially represented on the Governing Body of the International Labour Office. He explained that the position of the workers in his country was not altogether favourable. Although conditions of labour were advanced in some respects, social legislation was not. Many industries still had a forty- or forty-eight-hour week despite the National Industrial Recovery Act. The ladies' garment industry, however, which he represented, had a thirty-five-hour week and the workers were urging a universal thirty-hour week. He was therefore rather astonished to find the Governing Body still discussing the forty-hour week. He gave some account of the work of economic revival and reconstruction at present being carried out by President Roosevelt, which showed more and more clearly the need for labour legislation. Mr. Dubinsky stated in conclusion that the American workers would be glad to receive encouragement and justification for their support of the International Labour Organisation. He also hoped that the reduction of hours of work in the textile industry would be considered as soon as possible.

Mr. Hayday (worker, Great Britain) stated that he proposed to ask the forthcoming Session of the International Labour Conference to place the reduction of hours of work in the textile industry on the agenda of the 1936 Session.

Miscellaneous

The Governing Body adopted the report of its Standing Orders Committee, dealing with various questions of a constitutional nature.

It took note of the resolutions adopted by the Advisory Committee on Salaried Employees at its meeting held early in April at Geneva.* The resolutions on vocational training, the legal position of commercial travellers and representatives, and the conditions of employment of bank employees will be communicated to the Governments. It will be mentioned in this communication that no employers' members attended the Committee, since the Employers' Group of the Governing Body had not appointed any representatives.

The Governing Body adopted the report of its Unemployment Committee on the question of public works.

It approved the forms for the annual reports of States Members relative to the application of the Protection against Accidents (Dockers) Convention (Revised) and the Minimum Age (Non-Industrial Employment) Convention.

The Governing Body decided to postpone till its October Session the preliminary discussion of the questions to be placed on the agenda of the 1937 Session of the International Labour Conference.

Finally, the Director's report on the activity of the Organisation was examined. In this connection, in reply to a question by Mr. Anselmi, substitute for the Italian Government representative, Mr. Harold Butler explained the conditions under which the question of the reduction of working hours is to be discussed by the International Labour Conference in June next. The Workers' Group made certain reservations as regards the preliminary reports.

The Seventy-first Session of the Governing Body will open on 31 May, 1935, at Geneva.

THE REPORT OF THE DIRECTOR TO THE INTERNATIONAL LABOUR CONFERENCE

In view of the Nineteenth Session of the International Labour Conference, which opens at Geneva on 4 June next, the Director of the International Labour Office, Mr. Harold Butler, has sent his annual Report on the activity of the Organisation to all the Governments of States Members.

In this Report, Mr. Butler shows that the fifth year of the depression has now finished without bringing the hope of general recovery to fruition. On the whole, however, it is clear that 1934 marked a distinct advance over 1933. In most countries unemployment continued to diminish, production continued to increase, and exchanges remained more stable. No country saw a social or economic cataclysm such as those which produced the German revolution and the United States crisis in 1933.

But, in fact, recovery is still superficial rather than fundamental. While it is true that some countries have gained ground, others have lost it. The world has not acquired confidence in the new economic system which is slowly emerging.

Nearly all the progress so far accomplished has been solely the result of national effort. In the summer of last year there were some indications that the upward movement was flagging, which may mean that the limits of national effort are being reached and that further progress can only be attained by setting the international machine once more in smooth and harmonious operation.

From a social point of view, however, the year 1934 has been of exceptional importance. The tendencies to economic planning to achieve certain social objectives, to which the Director of the Office drew attention in his last Report, are becoming more generally recognised.

The demand for Government action has been reinforced by the patent fact that the present scarcity is due not to any failure of nature, but to a human failure to make the products of nature available to those who need them. The argument that where plenty exists its proper distribution to the best general advantage can and should be effected by human forethought and organisation is really irresistible. It therefore now seems reasonable to expect Governments to devote the same energy, ingenuity and attention to the provision of the elementary needs of food, clothing and shelter on a civilised scale as to the provision of air communications, wireless services and elaborate systems of national defence.

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* See below, page 19.

The revelation of this profound psychological change is perhaps the outstanding lesson of the present depression. Mr. Butler states that it has been brought home to every Government of every civilised country, whether conservative or radical, democratic or dictatorial in its complexion. During 1934, not only has the tendency to planning been accentuated, but results, some of them of an encouraging character, have begun to appear.

The Director of the Office pays chief attention in his Report to tracing the social effects of these developments. After having analysed the relations between economic recovery and employment, he deals with the various remedies for unemployment: insurance and relief; public works; reduction of hours; the organisation of industry; financial policy; and international organisation.

He then examines the principal consequences of these new economic and social developments for the International Labour Organisation. "It is not only the immediate problems of the crisis which concern us," he says, "but also the orientation which the profound changes taking place before our eyes inevitably suggest for the future."

Mr. Butler concludes:

> "The Organisation has come through the darkest period of reaction against the ideas of international fellowship which presided at its birth. There are signs that the ebb is slackening and the flood-tide setting in. The objectives for which the Organisation was created are steadily assuming greater prominence in the minds of men. With the growing complexity of economic regulation it will be called upon to meet new demands and to shoulder heavier responsibilities. Its past record is the best earnest of its capacity to rise to the opportunities of the future."

MR. JOHN G. WINANT, ASSISTANT DIRECTOR OF THE I.L.O.

The Director of the International Labour Office has appointed to the vacant post of Assistant Director John G. Winant, a citizen of the United States of America, and former Governor of the State of New Hampshire.

Mr. Winant, who was born in New York City on 23 February, 1889, has had a distinguished career in the United States. He was elected State Senator for New Hampshire in 1921, became Governor of the State for the years 1925–26, and again held this office from 1931 to 1934. He has always taken a keen interest in social and economic questions.

During the last two years he has been called upon to assist the Government of the United States in various capacities, particularly as Chairman of the President's Committee of Enquiry into the Textile Strike, and as a Member of the Advisory Council of the President's Committee on Economic Security.

He was one of the signatories of a recent report for the Twentieth Century Fund dealing with the Government's relation to labour disputes, and has also played an active part in promoting inter-State agreements relating to labour standards.

Governor Winant will take up his duties towards the end of May.

THE RESOLUTIONS OF THE ADVISORY COMMITTEE ON SALARIED EMPLOYEES

The Advisory Committee on Salaried Employees met at the International Labour Office on 3 and 4 April.

The following were present:

Representatives of the Governing Body of the Office: Mr. Niilo A. Mannio (Government, Finland) and Mr. C. Mertens (worker, Belgium).

Employee members: Mr. S. Aufhaüser (Czechoslovakia), Mr. L. Christophe (Belgium), Mr. J. Hallsworth (Great Britain), Mr. F. Horand (Switzerland), Mr. G. Landi (Italy), Mr. Pacovsky (Czechoslovakia), Mr. J. Portalier (France), Mr. W. G. Spiekman (Netherlands), Mr. Bunji Suzuki (Japan) and Mr. G. Tessier (France).

Mr. Mannio was elected Chairman.

The Committee adopted a resolution in favour of organising and—where necessary—regulating the vocational training of salaried employees, taking into account certain principles, including: the raising of the compulsory school-leaving age to at least fifteen years and the prohibition of any commercial occupation before that age; a system of vocational guidance; a sufficiently high level of general education, comprising instruction in general economic and social problems.

The Committee discussed the measures taken in most countries to prevent the admission of foreign workers. This system is particularly harmful to salaried employees, who very often find it indispensable to make a visit to a foreign country in order to increase their professional value. The Committee recorded with sympathy the attempts made by way of bilateral agreements between States to regulate the admission of foreign employees. It expressed the opinion that the question of the international exchange of young workers might form the subject of an international draft Convention, and asked that special attention should be paid to salaried employees in the report on the recruiting and placing of migrant workers which is to be submitted to the International Labour Conference in 1936.

The Committee expressed the wish that in all countries the legal status of commercial and industrial travellers and representatives should be defined by regulations, which, while taking into account their special conditions of employment, should place them under the legislation for the social protection, insurance and welfare of salaried employees. The Committee also suggested that the conditions of employment of travellers and representatives should be fixed by collective agreements within the limits prescribed by legislation.

The Committee was of the opinion that the conditions of employment of bank employees should be fixed—account being taken of the most favourable existing regulations in national banks—by way of collective agreements, or, failing this, by regulations drawn up by the management with the free collaboration of qualified representatives of the staff.

In this connection, the Committee stressed the fact that the tendency towards the amalgamation of private banks and the reorganisation of credit in periods of economic depression enhance the possibility of preparing uniform regulations, while at the same time drawing attention to their desirability. On the occasion of such reorganisation, all the measures of social protection that the position of bank employees calls for should be adopted.

As was mentioned above, these various resolutions, unanimously adopted by the Committee, were placed before the Governing Body of the Office at its Seventieth Session.

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International Labour Organisation

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THE NINETEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

On Tuesday, 4 June, the Nineteenth Session of the International Labour Conference will open at Geneva.

Each of the sixty-two States Members of the Organisation has been invited to be represented by two Government delegates, one employers' delegate and one workers' delegate.

The following items have been placed on the agenda :

I. *Maintenance of rights in course of acquisition and acquired rights under invalidity, old-age and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another.* (Second discussion.)

II. *Employment of women on underground work in mines of all kinds.* (Second discussion.)

III. *Unemployment amoung young persons.* (First or single discussion, as the Conference may decide.)

IV. *The recruiting of labour in colonies and in other territories with analagous labour conditions.* (First discussion.)

V. *Holidays with pay.* (First discussion.)

VI. *Reduction of hours of work, with special reference to :*

- (a) *Public works undertaken or subsidised by Governments.*
- (b) *Iron and steel.*
- (c) *Building and contracting.*
- (d) *Glass bottle manufacture.*
- (e) *Coal mines.*

VII. *Partial revision of Hours of Work* (*Coal Mines*) *Convention,* 1931, as regards four points of a technical nature (work on Sundays and holidays ; work which must be carried on continuously ; necessary preparatory or complementary work ; the periodical change-over of shifts in charge of main underground ventilation and pumping stations) and a legal point (revision clause).

Apart from the above seven questions on the agenda, the Conference will, as usual, discuss *the Report of the Director of the I.L.O.* on the activity of the Organisation.

The Conference will also examine *the annual reports submitted by Governments according to Article* 408 of the Peace Treaty on the measures taken by them to apply the International Labour Conventions which they have ratified.

Finally, this Nineteenth Session will discuss a report of the Governing Body of the I.L.O. on certain questions dealing with the *Standing Orders of the Conference.*

THE REPORT OF THE DIRECTOR TO THE NINETEENTH SESSION

In the last issue of the *Monthly Summary* we announced the publication of the Report of the Director of the International Labour Office (Mr. Harold Butler), and gave a brief summary of the broad lines of this document, which will no doubt form the subject of an important and interesting discussion by the International Labour Conference at its Nineteenth Session.

We give below, in amplification of this preliminary outline, a fuller account of the principal chapters of the Report.

UNEMPLOYMENT DURING THE FIVE YEARS OF THE DEPRESSION

In spite of partial recovery in the situation, no country has been able to bring its unemployment index down to the level of 1929.

This is one of the facts brought out by Mr. Butler. He shows that only seven countries—Australia, Denmark, Germany, Great Britain, Japan, Norway and Sweden—have less than twice as much unemployment as in 1929.

Five countries—Belgium, Czechoslovakia, France, the Netherlands and Poland—had on the whole a rather less favourable experience in 1934 than in the two previous years.

The Report of the Director contains a table showing the national indices of the general level of whole-time unemployment, reduced to a uniform scale, with 1929 as the base year. By this means it is possible to judge approximately in various countries the increase of unemployment due to the depression and the success with which it has been combated in the last five years.

The following indices, with 100 for the base year 1929, are for the years 1930, 1931, 1932, 1933 and 1934 respectively:—

Australia (Trade union returns): 174—247—261—226—185.

Austria (Unemployment insurance statistics): 127—162—209—232—210.

Belgium (Unemployment insurance statistics): 277—838—1,462—1,304—1,458.

Canada (Trade union returns): 195—295—386—391—320.

Czechoslovakia (Trade union fund returns): 205—377—614—768—789.

Denmark (Trade union fund returns): 88—115—205—186—143.

France (Employment exchange statistics): 138—748—3,065—3,063—3,745.

Germany (Employment exchange statistics): 164—239—304—260—146.

Great Britain (Unemployment insurance statistics): 155—205—213—191—162.

Italy (Social insurance fund statistics): 141—244—335—339—320.

Japan (Official estimates): 135—153—170—140—128.

Netherlands (Unemployment insurance statistics): 121—229—374—393—399.

Norway (Trade union fund returns): 108—145—200—217—199.

Poland (Employment exchange statistics): 180—257—241—243—333.

Sweden (Trade union returns): 114—161—213—221—177.

Switzerland (Unemployment insurance statistics): 292—500—592—538—442.

United States (Trade union returns): 177—233—290—296—255.

The International Labour Office has worked out, also on the base of 100 for 1929, a chart of an international index of unemployment which shows the curve of world unemployment during the past six years. Making allowance for seasonal variation, the peak of unemployment was reached in the autumn of 1932 when the index stood at 280. Since that time there was a steady and uninterrupted fall until July, 1934, when the figure stood at 217. The improvement has been continued during 1934, though it slowed up at the beginning of the summer.

UNEMPLOYMENT AND MONETARY POLICIES

"The countries which kept their exchanges at parity fared, with one or two exceptions, decidedly worse in 1934 than those which had depreciated their currencies."

This is the broad inference which emerges from an examination of unemployment statistics.

Mr. Butler examines the employment and economic position of different countries in terms of rough currency groups, without however assuming that currency has necessarily been the only or even the decisive factor in determining it.

He begins this analysis with the countries whose currency has depreciated since the beginning of the depression. He first takes the case of Japan, which clearly shows the best employment record at the present time. He continues with Sweden, where the combined effects of an increase in exports, a cheap money policy and a programme of public works has enabled the country to make a remarkable advance. Then he successively mentions the position of Denmark, Finland, Norway, Portugal, Great Britain, United States, Canada, Argentina, Brazil, Chile, Mexico, Australia, New Zealand, China, India and Czechoslovakia.

The Director next discusses the cases of the Netherlands and Switzerland, whose currencies still retain the pre-war gold content; then that of those countries whose currencies suffered depreciation in the early post-war period and which were naturally reluctant to repeat the operation: Belgium,* France, Germany, Italy and Poland. Mr. Butler gives Germany separate treatment, owing to the particular characteristics of its economic reorganisation, as well as the Union of Socialist Soviet Republics, whose economic and social structure is so different from that of other countries as to render inapplicable most of the tests applied to the rest of the world.

From this survey, it is evident that the countries whose currency depreciated since the depression have managed to reduce unemployment to a greater or lesser degree. It may be asked, however, whether this result has not been less by depreciation itself than by the policies of internal credit expansion, cheap money, borrowing for schemes of national development or making money available on easy terms for private enterprise which abandonment of the gold standard made practicable.

Deflationary policies which, with the exception of Germany, have been followed by all the countries which have maintained their currency in a fixed relation to gold, seem to have been less successful in combating unemployment.

WAGE REDUCTION IS NOT A REMEDY FOR UNEMPLOYMENT

The Director shows that the experience of the last twelve months confirms the opinion, already expressed in his previous Reports, that the reduction of costs mainly at the expense of wages has not ameliorated unemployment, but has, on the contrary, increased it.

More than ever it is seen that in countries where wages and salaries represent a very large proportion of the aggregate purchasing power of the nation, the prosperity of industry is intimately bound up with the rise and fall of the incomes of wage and salary earners.

Thus, in Great Britain, the weekly wage rates in 1934 rose slightly to 96 per cent. of the 1929 level. Cuts were wholly or partly restored in the public services, on the railways and in some other industries.

In the United States, hourly earnings averaged 98 per cent. of the 1929 figure; and weekly earnings 75·6 per cent. during the first nine months, as against 83 and 68 per cent. in 1933.

It is noticeable, however, and probably significant, that in Belgium, Czechoslovakia, Italy and Poland, where wages continued to decline, little or no reduction of unemployment took place.

Mr. Harold Butler remarks that the deflationary theory of business recovery was justifiable in the past, but circumstances have changed, and, under modern conditions, what may have been true in the past no longer holds.

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* The Report was written before the recent monetary changes in Belgium.

In this connection, the Director states that it is possible to attach too much significance to the promotion of exports, and that a determination to force down wages in order to increase the volume of sales abroad may well prove detrimental, even to export trade. For what is fundamentally necessary is not merely to encourage exports, but to promote the ability and willingness to accept imports. This, again, is largely a question of adequate purchasing power. Only if the ability to consume is keeping pace with the ability to produce in each of the several countries will there be a readiness to accept imports and to work towards the progressive removal of the barriers to trade.

In these considerations on wages, Mr. Butler finds a new proof that the traditional methods of meeting the depression do not appear to have been the most successful. The nations that have taken expansionist measures have managed to revive production and to reduce unemployment better than those which have put their faith in the automatic operation of economic forces. Deliberate interference by the State in economic affairs has continued to increase rather than to diminish, and there seems to be some ground for thinking that its success is justifying and strengthening the popular belief that, by bold well-conceived steps, planned on a sufficiently comprehensive scale, it is within the power of Governments to influence the course of recovery to a very considerable extent.

PRACTICAL RESULTS OF THE APPLICATION OF THE FORTY-HOUR WEEK

The progress already achieved in the practical application of the "forty-hour week" forms the subject of one of the chapters of the Report of the Director to this Conference, which will discuss proposals for international regulations on the reduction of hours of work in certain industries.

In the United States, 541 codes of fair competition were in operation by 5 January, 1935, covering over 95 per cent. of all industrial employees; and 85 per cent. of these codes provide for the main body of industrial workers a working week of forty hours or less. Mr. Richberg, in his report to President Roosevelt on the progress of recovery, estimated that the decrease in unemployment of 2,320,000 persons between June, 1923, and June, 1934, was mainly due to the shortening of hours under the codes. It is well known that the American Federation of Labor has declared itself in favour of a thirty-hour week, and Bills to this effect have been submitted to Congress.

In Italy, by an agreement valid until 16 April, 1935, between the National Fascist Confederations of Manufacturers and of Industrial Workers, collective agreements in many branches of industry established the principle of the forty-hour week. It is officially stated that within three months of their coming into force, the agreements led to the re-employment of some 200,000 unemployed persons. The results obtained have been considered so satisfactory that on 16 February the Fascist General Council decided that the forty-hour week should be permanent.

In Czechoslovakia, over 750 factories, employing close on 70,000 workers, were working a forty-hour week in September–October, 1934, and over 1,500 factories, employing about 125,000 workers, were working less than forty hours a week. The Minister of Social Welfare has prepared a Bill for the introduction of the forty-hour week in all industrial establishments except mines, which would be dealt with separately. According to the Ministry's estimate, this would lead to the re-employment of 60,000 workers or about 10 per cent. of the industrial workers it is proposed to cover.

In Germany, work has been spread out in some industries in order to employ a larger number of persons, and in certain branches of the textile industry it was limited to thirty-six hours a week by an Order of 19 July, 1934.

In Luxemburg, a limit of forty hours per week has been set on relief works for the unemployed.

In Great Britain, discussions have been initiated by the Minister of Labour with the representative organisations of employers and workers, with a view to examining the possibility of reducing hours industry by industry. A notable experiment in shorter hours was carried out in the Nottingham and Beeston Works of the Boots Pure Drug Company. By the introduction of a five-day week the hours of factory workers were reduced from forty-seven and a half to forty-two and a half per week, which, after a trial period, was pronounced an unqualified success. An independent expert reported that in general costs in the aggregate were not increased, and that weekly wages were fully maintained. Had no reduction of hours taken place workers would have had to be dismissed owing to reorganisation and the introduction of labour-saving devices.

These practical results are of particular importance at a time when the International Labour Conference is being called on to apply the method of regulation industry by industry to the solution of the problem of the international reduction of hours of work.

The subject does not now meet the scepticism which was fairly general when the idea was first considered as a remedy for unemployment by the International Labour Organisation in 1932. Under the continued pressure of the depression it has made considerable headway in many industrial countries during the past year. The conviction is gaining ground that shorter hours may not only offer a means of spreading work in times of depression, but may also be the logical and necessary consequence of the enhanced productive power now at the service of industry. This is the view which has been expressed by many statesmen and economists. It is apparent that public opinion is beginning to realise that the time has arrived when the workers should be allowed a larger share of that leisure which is the greatest gift of machinery to mankind.

"That this measure," writes the Director, "furnishes a complete and sovereign remedy for unemployment no one supposes, but that it does furnish a partial remedy seems to be shown by the results already obtained, particularly in highly mechanised countries."

TOWARDS GREATER SOCIAL SECURITY

Among the characteristics of world social development during the past year, Mr. Harold Butler notes the steady expansion of the principle of unemployment insurance and relief.

Not only the enormous sums paid out by Governments to aid the unemployed have been maintained at the same level as in preceding years in almost all countries, and even increased when the growth of unemployment has required it, but, moreover, the economic value of such expenditure is being more widely recognised. At a time when the flow of purchasing power is reduced through the absence of demand for credit and the decline of fresh investments, the sums made available by the public purse to afford a minimum of subsistence to the unemployed have the effect of maintaining their consuming capacity in a limited degree and thus of ensuring a larger and faster circulation of money than would otherwise be the case.

It is worthy of note that Great Britain, which has the longest experience in this field, so far from restricting or abandoning its system, has taken steps to reorganise and extend it. The scope of insurance has been enlarged by lowering the age of admission to correspond with the school-leaving age, and it is now proposed to enlarge it still further by including agricultural labour.

Even more remarkable perhaps is the proposal of a nation-wide scheme in the United States, where only three years ago no public organisation for providing for the unemployed had existed at all. The establishment is recommended of an unemployment compensation fund fed by percentage tax on payrolls. From this source the unemployed worker will be entitled to draw benefit for a specified number of weeks, and if at the end of that period he is still without a job, he will be provided with work-benefit. This is the most interesting and original feature of the American plan, as it involves the planning and execution of public works by a national authority created for the purpose as part of the permanent machinery for dealing with unemployment.

In Canada, the Dominion Government has introduced a Bill on the subject. In South Africa, an Amended Bill has been laid before Parliament in substitution for the Bill which failed to pass last year.

In Sweden, a scheme of voluntary insurance has been introduced, and the Finnish scheme has been entirely recast.

Not only in connection with unemployment insurance has the Director been able to report progress. In other forms of social insurance, in particular those providing against sickness and old-age, the situation, which was somewhat gloomy in 1932 and 1933, has taken a considerable turn for the better in 1934.

Thus, measures have been taken to secure the financial stability of sickness insurance in Poland and Czechoslovakia, of general pension insurance in Germany and of occupational pension insurance in Uruguay.

In Chile, there was an increase in contribution income of 25 per cent. as compared with 1933 ; in Great Britain, of £1,600,000 in health and pension insurance contributions during the first ten months of 1934, which represents about 20,000,000 work weeks ; in Germany, of 10 per cent. in the number of persons insured against sickness, and of 23 per cent. in the contribution income of general pension insurance.

Generally speaking, it may be said that insurance funds are in a much stronger and healthier state than they were a year ago.

An interesting development is to be found in Czechoslovakia where, under the salaried employees' scheme, retirement pension is granted to men of fifty-six and to women of fifty-four after one year of continuous employment, provided that they abstain from any lucrative occupation.

Other measures effected in 1934 are concerned with the maintenance of the validity of the insurance contributions already paid by persons who have long been unemployed, notably in Czechoslovakia, Germany and Great Britain.

This extension of unemployment and social insurance and the general adoption of unemployment relief as a national duty are indications of the growing sentiment in favour of social security. Thus programmes of recovery and economic reconstruction are indissolubly linked with the creation of a system of social security ensuring a more equitable distribution of purchasing power and protecting the workers and their families from hazards against which they are otherwise defenceless. The most notable example of far-reaching reform inspired by these ideas is found in the proposals laid before Congress by President Roosevelt in January, 1935. In addition to providing for unemployment compensation, old-age assistance, and compulsory old-age insurance, it foreshadows the introduction of health insurance in the not distant future.

In other countries proposals are now on foot for initiating or extending compulsory insurance, among which may be cited Argentina, Austria, Brazil, Canada, Finland, Norway, Peru and Spain.

It is certain, states Mr. Butler, that the depression instead of destroying social insurance, has, on the contrary, given it a new impetus.

PUBLIC WORKS AS A REMEDY FOR UNEMPLOYMENT

Governments of a great number of countries have had recourse, on a greater or lesser scale, to the provision of public works as a means of ameliorating the depression, and particularly unemployment. From the knowledge already derived from these experiments, the Director has drawn certain principles which he sets out in one of the chapters of his Report.

The first lesson demonstrated is that public works have no great effect, either in stimulating general economic activity, or in reducing the volume of unemployment, unless they are undertaken on a large scale. There can be little doubt, for instance, that the experiment made in the United States, where $1,500,000,000 were spent in 15 months (a sum equal to nearly half the normal national budget) is different not only in size but in kind from the expenditure over 15 years of £320,000,000 (about the same proportion of the annual budget) in Great Britain on roads and other schemes of public development. In countries such as Italy, Germany, Sweden and the United States, where the experiment has been carried out on a large scale, it can hardly be disputed that appreciable results have been obtained both in the stimulation of economic activity and in the provision of employment.

The next point is that beneficial results only seem to accrue where public works are financed by loan rather than by taxation. To increase taxation in times of depression is liable to hinder fresh enterprise, and thus in the last resort tends only to displace men from private industry to employ them on public works. Where, however, money, for which there is no outlet in private investments, can be borrowed at cheap rates for schemes of national development, the volume and the velocity of monetary circulation is increased, and as a consequence the aggregate amount of employment tends to expand. It is on this principle that the large national loans raised in Japan, Sweden and the United States have been justified, and they appear to have had salutary effects on the economic position.

The third conclusion is that public works are economically effective in combating depression only when accompanied by an expansionist monetary policy. To attempt, on the one hand, to increase the total volume of buying by promoting public works, while, on the other, the means of payment are being restricted rather than increased, is a policy of self-contradiction. It would seem probable that much of the misunderstanding of the value of public works as a means of organising recovery is based upon a failure to recognise this vital condition.

At the same time, expenditure on public works—which is only one form of public expenditure—cannot by itself be expected to provide a complete remedy for unemployment, nor is it an expedient which can be readily and easily applied. It is generally agreed that work should not be undertaken unless it is of real economic value, and a distinction is often rightly drawn between work of this kind and mere relief work initiated simply to create employment.

The amount of useful development work available naturally varies with the extent to which a country is already equipped and developed, but—as the example of Germany suggests—even a highly industrialised country is still capable of considerable improvement. It is also true that there are great technical difficulties to be overcome in planning the programme and keeping it up to date, in having the details of execution constantly ready and in securing co-ordination between national and local authorities. The conclusion of the United States National Resources Board, which has made a careful study of the whole problem, is that these difficulties can only be overcome by comprehensive planning in advance by a permanent authority set up for the purpose.

Mr. Butler remarks that it is still too early to pass any final judgment on the new technique which has been developed on these lines, but in the light of recent events it can no longer be dismissed as fantastic or chimerical.

"There is already a *prima facie* case in favour of the utilisation of public works for social purposes," he writes, "amply justifying the attention persistently devoted to it by the International Labour Conference. A recommendation on the advance planning of public works was first adopted at the First Session of the International Labour Conference in 1919. Albert Thomas advocated this policy in 1931 and, in 1933, the Conference endorsed it and urged it on the Economic Conference. Its importance and potential value were again emphasised in last year's Report and are now becoming generally recognised. The economic implications are not yet adequately understood but the degree of success already achieved in some countries makes it more than ever necessary to pursue the investigation thoroughly and unremittingly."

THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION

After having shown how the extent and duration of the economic depression have everywhere produced a keener social consciousness, Mr. Harold Butler deals with recent developments in the International Labour Organisation.

The adhesion of new Members, including two great industrial countries—the United States and the Union of Soviet Socialist Republics—the enlargement of the Governing Body of the International Labour Organisation and the changes in its composition, have strongly emphasised the universal character of the Organisation. For the first time its scope is practically world wide.

One of the results of this growth is that the centre of gravity of the Organisation is likely to be less European; but this tendency corresponds to the transformation of the world industrial map. The War had the effect of spreading industry more widely over the globe than in the nineteenth century, when industrial production was largely concentrated in a few Western European countries, and latterly in the United States. During recent years this geographical extension of industrial activity has proceeded still further, particularly since the onset of the depression.

Thus of sixty ratifications of International Labour Conventions registered during the twelve months 15 March, 1934–15 March, 1935, forty-four came from Latin America.

Mr. Butler also emphasises the special interest in the ratification by Canada of the Conventions adopted in 1919, the most important being the Eight-Hour Day Convention. Hitherto the view has prevailed in Canada that the Federal authorities could not or should not legislate in labour matters, which fall within the provincial jurisdiction. This attitude created almost insurmountable difficulties for the ratification of a great number of Conventions. These difficulties have been modified by the change of procedure inaugurated by the Prime Minister, Mr. R. B. Bennett, and accepted by the Federal Parliament. This change opens up the prospect of further ratifications not only by Canada, but by other federal States in a similar constitutional situation.

In connection with the ratifications by European states, the Director draws attention to the favourable position of the Forced Labour Convention. As a result of its adoption by Italy, following ratification by Great Britain, Japan, the Netherlands and Spain, of the some ninety colonial or mandated territories in the world to which the Convention is applicable, about sixty are now subject to its provisions. It is perhaps not too much to hope that the other colonial countries will shortly take the necessary measures to complete the systematic elimination of forced labour in the world.

On the whole, Mr. Butler feels that the general outlook in regard to ratifications is encouraging, especially under present circumstances.

He then reviews the work accomplished by the

Organisation during the year 1934 in the various fields which fall within its competence. Then he outlines future objectives imposed by the changed approach to social problems, particularly in connection with wages and methods of wage payment, women's work, agricultural work, the utilisation of leisure, training for industry, and all the more important problems raised by the changing structure of industry, such as rationalisation, technological unemployment, the connection between production and consumption, minimum housing standards, adequate food supplies, the questions of population and its distribution, migration, etc.

" The basic aim of the Organisation being the promotion of social justice," writes Mr. Butler, " it cannot afford to confine its attention to the narrow field of social legislation to the total exclusion of the broader issues upon which the success or failure of its work must largely depend. At a time when the attainment of social justice is becoming more than ever before the *leitmotif* of national and international endeavour, a catholic view of all the factors which may contribute to it is particularly necessary. The adoption of such an outlook does not compel any neglect of the more detailed problems, which can be properly solved by international agreement; but it may necessitate the discovery of other and new procedures to supplement those which are familiar but which only have a limited application. The history of the Organisation shows that it has already proved capable of continuous adaptation."

THE SEVENTY-FIRST SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Organisation held its Seventy-first Session in Geneva on 31 May and 1 June, under the chairmanship of Mr. de Michelis (Italy).

It examined a draft report on the working of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents. This Convention, like most of those adopted by the International Labour Conference, contains a clause according to which the Governing Body shall, at least every ten years, submit a report to the Conference on the application of the Convention, and decide whether it is necessary to contemplate its revision or amendment.

As no one had asked for such a revision or modification, the decennial report on the application of the Convention will be simply submitted to the 1936 Session of the Conference.

The Governing Body then took up the Report of the Director of the International Labour Organisation on the activity of the Organisation.

The Director submitted a brief account of his recent journey to Finland, Sweden, Norway and Denmark. He thanked the Governments, employers' and workers' organisations of these four countries for the very cordial welcome they gave him.

The Governing Body adopted reports of its Standing Orders Committee and Finance Committee, and the minutes of the meeting of the Mixed Advisory Agricultural Committee held on 28 and 29 May.

The next Session of the Governing Body will be held in Geneva in the week beginning 21 October, 1935.

THE MIXED ADVISORY AGRICULTURAL COMMITTEE

The Mixed Advisory Agricultural Committee, the liaison instrument between the International Labour Office and the International Institute of Agriculture, held its Seventh Session in Geneva on 28 and 29 May, under the chairmanship of Mr. G. de Michelis (Italy), President of the Governing Body of the International Labour Organisation.

In opening the Session, the Chairman welcomed the new President of the International Institute of Agriculture, Baron Acerbo, as well as the representatives of the Permanent Committee of that institution and the experts present. He dwelt on the usefulness of the Mixed Committee, which had been created on the initiative of Albert Thomas to co-ordinate the agricultural activities of the International Labour Organisation with those of the Institute at Rome, and to overcome the particular difficulties which arose out of the study and regulation of working conditions in agriculture. He emphasised the importance of the results already obtained through the collaboration of the two organisations, especially in the study of the rural exodus.

Baron Acerbo thanked the chairman on behalf of the International Institute of Agriculture and said that he had seen with much satisfaction that the Director of the International Labour Organisation, Mr. Harold Butler, had shown in his annual Report the necessity for the International Labour Office of paying increasing attention to agricultural problems, particularly in regard to agricultural wages.

Mr. Harold Butler stated that one of the chief lessons of the world economic depression was that the industry of agriculture is the basic industry of the whole globe. There could be no general recovery until the agricultural depression was cured. The Director of the International Labour Organisation was happy to testify to the close collaboration which existed between the organisation in his charge and the International Institute of Agriculture.

The Mixed Committee, after having appointed Baron Acerbo as general reporter for its work, took up the examination of the most important activities of the Institute and the Office concerning the questions which had been discussed at its previous meetings.

The Committee took cognisance of a communication made by Mr. MacDougall (Australia) concerning the importance of increasing the consumption of food products, from the double point of view of improving the people's health and of absorbing the present agricultural surpluses.

With regard to hours of work in agriculture, the Committee took note of the present state of the study being made by the International Labour Organisation on the problem. It heard the observations of the experts on the present position regarding hours of work in agriculture and the possibility of fixing a maximum working day for a certain period.

The Committee, though it had not been asked to go thoroughly into the question, recommended that the International Labour Office and the International Institute of Agriculture should continue their studies and researches on the subject and that they should communicate to one another their documentation and the results of their respective efforts in this field.

The Committee was again of the opinion that the world financial situation has so far not permitted the realisation of the plans worked out both by the League of Nations (long term credit) and by the International Institute of Agriculture (short term credit) for organising international agricultural credit.

In view of the desirability of co-ordinating the efforts of the Institute and the International Labour Organisation and of the general interest of the question of agricultural credit, the Committee emphasises as regards the steps taken by private bodies, that these latter should keep in touch as much as may be necessary with the International Institute of Agriculture, the League of Nations, and the International Labour Office, according to the recognised competence of these institutions.

The Committee expressed its belief that the international institutions which deal with these social problems and the welfare of agriculture do useful work :

(*a*) inviting the international institutions which have been set up to develop the organisation of spare time in general or are specialised in certain of its aspects, to deal more methodically with the agricultural sides of the problem ; and

(*b*) to encourage by appropriate means systematic national research in order to bring out in a comprehensive way the problem of rural spare time in each country, as well from the point of view of the general question of improving the conditions of rural life as from the point of view of the question of the utilisation of the spare time of the population of these countries as a whole.

The Committee took note of the memoranda presented by the two institutions on the subject of rural housing, and of the statements of the experts on this subject. In view of the steps taken by the Health Section of the Secretariat of the League of Nations in the field of rural health and rural dwellings, the Committee expressed the opinion that the International Institute of Agriculture, in the same way as the International Labour Office, should occupy the place which belongs to it naturally in the subsequent development of these researches. Nevertheless, the Committee believed it to be opportune to await the results of these steps before envisaging any new measures in the international domain concerning the question of the housing of agricultural labourers and of rural housing in general.

In conclusion, the Committee held an informal discussion on the subject of Unemployment in Agriculture, based on a report by the International Labour Organisation.

The following members were present at this Session :—

Representing the Permanent Committee of the International Institute of Agriculture : Baron Acerbo ; Messrs. Louis Dop, F. Bilbao, Porn, H. C. Taylor, J. S. L. Van Rijn.

Representing the Governing Body of the International Labour Office : Messrs. Charles Picquenard, Enrique Ruiz Guinazu, G. de Michelis, H. C. Oersted, Lecocq, Ch. Schürch.

Experts : Messrs. V. Coppi (Colombia), de Marffy-Mantuano (Budapest), Franco Angelini (Rome), A. Borel (Brougg), A. H. Carell (Stockholm), Jules Gautier (Paris), G. Gibbard (London), P. Graftiau (Louvain), P. Hiemstra (Utrecht), O. Levinsen (Copenhagen), F. MacDougall (Australia), Van der Varren (Brussels), S. R. Zaman (India).

Mr. A. Brizi, Secretary-General of the International Institute of Agriculture, was also present.

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International Labour Organisation

1935. No. 6 JUNE

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THE NINETEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Nineteenth Session of the International Labour Conference was held at Geneva from 4 to 25 June, 1935, under the presidency of Mr. Creswell, Government Delegate of the Union of South Africa and former Minister of Labour of that country. The Vice-Presidents were Mr. Paal Berg, Government Delegate of Norway, Mr. Mircea, Employers' Delegate of Rumania, and Mr. Jouhaux, Workers' Delegate of France.

Fifty-two States took part in the Conference, four of which, the United States of America, the Union of Soviet Socialists Republics, Ecuador and Afghanistan, had joined the Organisation since the last Session and were therefore represented for the first time. As at the last three Sessions, an Official observer was present on behalf of the Government of Egypt, although that State is not yet a Member of the Organisation.

The large number of delegations—most significant if the economic and financial difficulties of the moment are borne in mind—may be attributed to the agenda, which was exceptionally full and comprised a number of questions of burning interest.

Seven points had been officially submitted to the Conference with a view to the drafting of international regulations—seven points concerning labour protection in its most varied forms: they included the fundamental problem of the reduction of hours of work, which had been studied at great length and with some heat at the Sessions of 1933 and 1934 as well as at a tripartite preparatory conference in January of the former year.

This year's discussions were not less lively; but, unlike those which had preceded them, they led to results of a concrete nature whose importance cannot with justice be disputed.

If it is remembered that the workers' organisations had to struggle hard for some time thirty years before the forty-eight-hour week received the seal of international agreement, there is no denying that the decision taken by the Nineteenth Session of the International Labour Conference is a landmark of the first importance in social history; for, less than three years after the forty-hour week had been forced into the light of world opinion by the proceedings of the International Labour Organisation, there was a majority, exceeding the constitutional minimum of two-thirds, in favour of a general Convention; and every State which ratifies will be declaring its approval of the forty-hour principle and undertaking to apply it to classes of employment in accordance with the detailed provisions of separate Conventions.

This year, in order to make it clear that the reform must in its view be put into practical effect as soon as possible, the Conference adopted one such separate Convention; this applies to the automatic manufacture of glass bottles—an industry which seemed, by reason of the technical conditions obtaining there, to be most appropriate for immediate enforcement of the principle.

Moreover, the Conference itself placed on the agenda of its 1936 Session the question of similar Conventions for public works, building and contracting, iron and steel, and coal mines; and it adopted resolutions requesting the Governing Body of the International Labour Office to do the like with regard to a reduction of hours in the textile, printing and chemical industries.

Another resolution, attached to the General Convention concerning the forty-hour week and, like it, adopted once and for all, dealt with the measures to be taken by Governments so that the application of the principle shall not reduce the weekly, monthly or yearly income of the workers, whichever may be the customary method of reckoning, nor lower their standard of living.

Undoubtedly these tests and other decisions, if taken together, may be regarded as the first and all-important step towards a general reduction of hours of work.

But this does not exhaust the record of the Conference's Nineteenth Session. It had before it another problem intimately connected with the economic depression—that of unemployment among young persons. Of the social problems of the day, this, perhaps more than any other, shocks public opinion and disquiets Governments who look forward to the future. In order to mark its examination by this year's Session, delegations of the young unemployed made a touching demonstration in the Conference Hall itself; and the Conference replied to this despairing call for aid from work-starved youth by applying its extraordinary procedure instead of following its usual method and dealing with the question in two readings in successive years. Since the measures which Governments may take in this field can hardly be subjected to a formal undertaking, the Conference this year adopted a Recommendation on the subject, which goes into considerable detail and, taking its stand on experience obtained in a number of countries, points to the most effective means of remedying this form of unemployment.

Apart from the decisions described above, which the circumstances of the moment throw into a specially vivid light, the following concrete work in other spheres of social legislation was also done this year :

a draft Convention was adopted to establish an international scheme for the maintenance of rights under compulsory invalidity, old age and widows' and orphans' insurance ;

a draft Convention was adopted to extend to all countries the prohibition of night work by women in underground work of every sort ;

the 1931 Convention limiting hours of work in coal mines was revised on a number of technical points in order to facilitate its ratification ;

international regulations were prepared, for completion next year after the Governments have been consulted, relating to various systems of recruiting labour in colonies ; and similar preparatory work was done with a view to generalising the institution of workers' holidays with pay.

Lastly, the annual discussion on the Director's Report showed, both by the number of speakers and of the countries from which they came, and by the wide diversity of subjects treated, that the Organisation is constantly moving towards universality ; the attachment of the non-European countries is witnessed in a striking way by the Chilean Government's offer, and the Governing Body's decision, to convene a labour conference of the American countries at Santiago-de-Chile at the end of 1935.

These are, in brief, the main features of a Session which was remarkable for many reasons. An analysis of each of the decisions taken will be found below.

THE FORTY-HOUR WEEK

Readers of the Monthly Summary know the circumstances in which the forty-hour week came before the Conference for the third time.

As a result of a resolution voted last year and of subsequent decisions taken by the Governing Body of the International Labour Office, the Office had prepared for this year's Session a number of tests including : a draft Resolution expressing approval of the principle of the forty-hour week as a general international standard of hours of work ; a second draft Resolution inviting Governments to take measures with a view to adjusting wages and salaries and so preventing a fall in the workers' standard of life ; and five reports, devoted to the five industries chosen by the Governing Body for the application of the forty-hour principle. Each of these reports contained, for the industry in question, a list of points on which Governments might be consulted if the habitual double discussion procedure was adopted by the Conference, and a proposed Draft Convention for submission if the Conference decided to adopt at this Session international regulations for the industry concerned. The five industries were : public works undertaken or subsidised by Governments ; iron and steel ; building and contracting ; glass bottle manufacture ; and coal mines. These texts, which had been drawn up to meet every possible contingency, served as a basis for the ensuing discussion.

From the very beginning the proceedings were overshadowed by the reserved attitude adopted, as on previous occasions, by the Employers' Group. The Group in question, whose view was expressed by its chairman, announced that, as in 1934, it would continue to take part in any general discussion of reduction of hours, but would not be prepared to act in any committee set up to draft texts. The Employers' Delegates of Italy and the United States of America were alone in dissociating themselves from their colleagues' decision and expressing their willingness to sit on such a committee.

After fruitless negotiations, during which the Employers stood their ground, the Conference cast 57 votes for and 49 against a resolution submitted by the workers' Group to the effect that the Conference should adopt a general Draft Convention based on the principle of the forty-hour week and the maintenance of the workers' standard of living : this Convention was to take the place of the draft Resolution of principle contained in the Office reports and constitute the framework into which the Conventions applying to various industries would be inserted.

The International Labour Office gave effect to the Conference's resolution by submitting to it a supplementary report containing a proposed general Draft Convention and a draft Questionnaire ; the procedure—the choice between single and double discussion—was left open. Thereupon the Conference decided by 79 to 26 that the proposed Draft Convention and all the reports prepared by the Office should be referred to a committee, which was forthwith set up.

Subsequently this committee submitted its first report to the Conference ; and in accordance with it the general Draft Convention was adopted at the final vote by 79 to 30. The following is the text of the Convention's essential Article :

> " Each Member of the International Labour Organisation which ratifies this Convention declares its approval of
>
> " (*a*) the principle of a forty-hour week applied in such a manner that the standard of living is not reduced in consequence ; and
>
> " (*b*) the taking or facilitating of such measures as may be judged appropriate to secure this end ;
>
> " and undertakes to apply this principle to classes of employment in accordance with the detailed provisions to be prescribed by such separate Conventions as are ratified by that Member."

Apart from this Draft Convention, the Conference adopted by 75 votes to 27 the following resolution concerning the maintenance of the workers' standard of living :

> " The Conference,
>
> " Having adopted a Draft Convention declaring its approval of the principle of the forty-hour week ;
>
> " Considering that the application of this principle should not as a consequence reduce the

weekly, monthly or yearly income of the workers, whichever may be the customary method of reckoning, nor lower their standard of living ;

" Invites Governments :

" (1) To take appropriate measures in order to ensure that any adjustment of wages and salaries shall be effected as far as possible by means of direct negotiations between employers' and workers' organisations concerned ; and

" (2) After consultation with the organisations of employers and workers concerned, to take or facilitate appropriate measures to enable either of the parties concerned, if agreement between them cannot be reached, to submit the dispute to bodies competent to deal with wage questions, such bodies being set up, where they do not exist, for the purpose ; and

" (3) To furnish to the International Labour Office periodic reports upon the measures they have taken for the introduction of the forty-hour week and for the maintenance of the standard of living of the workers."

The second report of the Committee on the reduction of hours of work required the Conference to decide regarding the application of the forty-hour principle, with maintenance of the standard of living, to the five industries chosen by the Governing Body of the International Labour Office. A series of votes took place. It was first of all decided that the usual double discussion procedure should be used with reference to the iron and steel industry and coal mines. As regards glass bottle manufacture, public works, and building and contracting, on the other hand, the Conference decided to complete its work in a single reading ; but when the final votes were taken the proposed Draft Conventions concerning public works and building and contracting failed to obtain the necessary two-thirds majority and were therefore not adopted. The Conference then placed the reduction of hours in these industries on the agenda of its 1936 Session, and decided that Questionnaires should be sent to Governments, as in the case of coal mines and iron and steel.

The proposed Draft Convention concerning the reduction of hours of work in glass bottle manufacture was, however, adopted at the final vote by 72 to 34. This Convention, which was drawn up on the same lines as that adopted last year and applying to sheet glass works, provides in effect for the application of a forty-two hour week (in four shifts) to persons who, in glass works where bottles are produced by automatic machinery, are employed in connection with generators, tank furnaces, automatic machinery, annealing furnaces and operations accessory to the working of the above. This average of forty-two hours will be calculated over a period not exceeding four weeks ; while the length of a spell of work may not exceed eight hours.

To sum up : a general Convention on the principle of the forty-hour week with maintenance of the workers' standard of life ; a Resolution on the measures to ensure such maintenance ; and a first Convention applying the principle—namely to the glass bottle industry—such are the positive achievements of the Session as far as the reduction of hours is concerned.

Moreover, the other decisions taken by the Conference in this field have made certain that its work will be continued. Draft Conventions concerning public works, building and contracting, iron and steel and coal mines will be prepared for further treatment in 1936.

And three other important industries—textiles, printing and chemicals—may be added to the four mentioned above and placed with them on the Agenda of the Twentieth Session in accordance with resolutions adopted by the Conference this year ; they will be submitted to the Governing Body of the International Labour Office in the near future.

UNEMPLOYMENT AMONG YOUNG PERSONS

The grave question of unemployment among young persons was the subject of a striking demonstration on the second day of the Session. With the majority of Delegates in their places, the President and Vice-Presidents of the Conference received delegations of those international bodies which had desired to give expression to their points of view. Groups of young unemployed from various countries filed past the platform and laid upon it petitions covered with signatures in tens and hundreds of thousands. Socialists, communists, Christian-socialists—the spokesmen of trade union federations and other international organisations of every shade—voiced from the rostrum the wishes of the young, which may be summarised in one word—work. Work means life, renewed self-confidence, a sense of service to the community, the courage to look forward, a new aim and meaning in existence. These voices from the outside world, ringing with sincerity, told the Conference of the faith which seven million young unemployed and world opinion as a whole placed in the results of its proceedings.

In view of the clear need for rapid action in this field, the Conference decided to make a positive contribution, at this year's Session, to the campaign against unemployment ; and it therefore followed its emergency procedure of a single discussion. By 106 to 0 it voted a Recommendation comprising what it regarded—in the light of experience in different countries—as the steps most calculated to remedy the unemployment of the young.

The main points of the Recommendation are as follows :

The minimum age for leaving school and being admitted to employment should be fixed at not less than 15 years as soon as circumstances allow.

Juveniles—*i.e.* persons under 18—who are over the school-leaving age and are unable to find suitable employment should, where the organisation of the school allows, be required to continue full-time attendance at school until suitable employment is available.

Compulsory education should be introduced as soon as possible in countries where it does not yet exist.

Maintenance allowances should, if necessary, be granted to parents by the competent public authorities during additional periods of education.

The curricula for these additional periods of education should be designed primarily to promote general education but should also provide general training for occupational activity.

Juveniles who are no longer in full-time attendance at school should, until they reach the age of 18, be required to attend continuation courses providing both general and vocational education.

Any unemployed juvenile unable to show good cause for his having refused to attend such a course may, if the circumstances indicate, be temporarily disqualified, entirely or partly, for the receipt of unemployment benefit and allowances.

Vocational training centres, in which some provision is made for general education, should be organised for unemployed persons between the ages of 18 and 25, in co-operation with employers' and workers' organisations.

Measures for promoting the general and vocational education of the young unemployed should be accompanied by measures to facilitate the useful and agreeable utilisation of their spare time, such as the establishment of recreational centres, physical training centres, reading rooms, etc. Such centres should be open to young employed persons as well as those unemployed.

In districts where there is a sufficient number of young unemployed, measures should be taken to establish social service centres and hostels where they can obtain board and lodging at low cost.

The public authorities should assist educational and other social services for the young unemployed organised by trade organisations and other associations.

Where it is considered desirable to establish, for unemployed persons between the ages of 18 and 24 inclusive, employment centres the principal object of which is not to give vocational training but to provide work under conditions of employment other than those obtaining normally, adequate safeguards should be adopted to prevent these abnormal conditions from resulting in abuses.

Attendance at employment centres should be strictly voluntary.

Every care should be taken to prevent such centres, whether public or private, from becoming institutions for military training. Those privately organised should be under the supervision of the civil authorities.

Special attention should be devoted to living conditions and discipline. The organisation of the centres should as far as possible be such as to enable the young unemployed to govern themselves, particularly as regards discipline.

The work programmes of the centres should be such as to avoid competition by the centres with workers in normal employment.

The remuneration of young persons employed at centres should include a cash payment, in addition to board and, where these are provided, working clothes and lodging.

Persons employed at centres should be admitted to social insurance schemes; the contributions due in this respect should be payable by the centres.

With a view to the inclusion, in the programmes of centres, of adequate provision for general education, vocational training, games, sports and free time, the time spent on productive work should be considerably less than forty hours per week.

The staff of centres specially organised for young women should consist chiefly of women.

A central supervisory council should be instituted for the purpose of general supervision over the employment centre system. It should include representatives of organisations of work-people and employers and of public departments responsible for placing, public works, agriculture, public health, safety, education and other aspects of the welfare of the young. Among these representatives there should be a number of women.

The central supervisory council or some other appropriate body should collaborate closely with the public employment exchanges, with a view to placing in normal employment the persons attending the centres.

Special public works should be organised to assist unemployed young persons; such works should as far as possible be specially adapted to the age and occupation of such persons.

The national system of public employment exchanges should include special local and central arrangements for the placing of juveniles under eighteen years of age.

Placing services for juveniles should either include a vocational guidance department or be co-ordinated with independent bodies for vocational guidance.

Employers should be required to notify the local placing service for juveniles of vacancies for juveniles below eighteen years of age, and of any engagements of such juveniles which they may have made without recourse to the placing service.

Measures should be taken to transfer to expanding occupations and to districts in which such occupations are carried on young persons who are without employment in districts where the principal industries appear to be in permanent decline.

Governments should conclude agreements for the purpose of facilitating the international exchange of student employees, *i.e.* young persons desirous of improving their occupational qualifications by a knowledge of the customs of other countries.

Present attempts to promote re-employment by a reduction in ordinary hours of work should be pursued with special vigour in respect of employment in which young persons engage.

The remaining provisions of the Recommendation relate to the compilation of statistics of employment and unemployment of persons under twenty-five years of age.

The Recommendation starts with a Preamble, in which States Members of the Organisation are recommended to apply the principles set out in the ensuing Articles, and to submit to the office a report stating the extent to which, and the manner in which, these principles have been applied.

Apart from the Recommendation, the Conference adopted a Resolution, the essence of which is a request to the Governing Body of the International Labour Office to consider immediately the placing of the following questions on the agenda of an early Session of the Conference: the revision of the four Conventions fixing the minimum age for admission to employment, with a view to raising this age from fourteen to fifteen years; and the question of vocational guidance, apprenticeship and technical education for young workers. Further, the International Labour Office is invited "urgently to pursue the necessary enquiry with a view to adopting international regulations regarding an effective system for the prevention of agricultural unemployment and a special system of unemployment insurance or assistance in agriculture."

Maintenance Of Pension Rights

The exact title of this question was: the maintenance of rights in course of acquisition and acquired rights under invalidity, old age and widows' and orphans' insurance on behalf of workers who transfer their residence from one country to another.

The title indicates the nature of the question. It will be remembered that its examination at this Session follows on the adoption by the Conference of a number of social insurance Conventions.

The majority of national laws concerning invalidity old age and widows' and orphans' insurance lay down as a condition for the award of pensions that rights in course of acquisition should have been maintained. Sometimes such an award is subject to the maintenance of rights and to the completion of a qualifying period—a double requirement which it is often impossible for migrants to fulfil.

The maintenance of acquired rights is inherent in every scheme of insurance properly so-called, since insurance benefits should be payable in virtue of a strict legal right. Under many schemes, however, the application of this principle is subject to restrictions in the case of pensioners who take up their residence abroad.

In order to remove the most serious hardships thus falling on workers who pass from one country to another, bilateral treaties have been concluded among a number of countries; but it was desirable to achieve a complete solution by drafting an international scheme with a Convention as its basis.

With this object in view, the Conference adopted by 85 votes to 0 a Draft Convention, of which the most important points are given below:

1. *Establishment of an international scheme.* The Convention establishes, between Members of the International Labour Organisation which ratify it, an international scheme for the maintenance of rights under compulsory invalidity, old age and widows' and orphans' insurance.

2. *Totalisation of insurance periods.* The insurance periods spent by persons who have been affiliated to the insurance institutions of two or more Members which have ratified the Convention will, irrespective of nationality, be totalled for the completion of the qualifying period and for the maintenance of rights.

This method will establish the continuity of the insurance career of a worker who has been insured in several countries; and the disadvantages which national legislation imposes on migrant workers will be removed or minimised.

3. *Calculation of benefit liability of each insurance institution.* The worker who has been insured in several countries will have the right to receive part of his pension at the expense of the institutions of each country. Each institution will fix the amount of its liability in respect of such pension in accordance with the law governing its own working; this amount will correspond to the length of the period of insurance completed under it.

4. *Maintenance of acquired rights.* Acquired rights will be maintained even in the case of residence outside the country in which the insurance institution liable for benefit is situated. Nevertheless, for a period of five years from the first coming into force of the Convention, a Member may restrict to the nationals of Members with which it has concluded supplementary agreements the payment of any subsidy or supplement to or fraction of a pension which is payable out of public funds.

5. *Mutual assistance in administration.* The authorities and insurance institutions of each Member will afford assistance to those of other Members to the same extent as if they were applying their own laws and regulations on the subject.

6. *Operation of international scheme.* Every Member which ratifies the Convention undertakes to establish within twelve months from that date either: (*a*) a compulsory old-age insurance scheme, under which pensions are payable at an age not later than sixty-five to the majority of persons employed in industrial and commercial undertakings; or (*b*) a compulsory invalidity, old age and widows' and orphans' insurance scheme covering a substantial proportion of such persons.

Moreover, for the purpose of assisting Members in enforcement of the Convention, it establishes a Commission attached to the International Labour Office. This will consist of one Delegate for each Member, together with three persons appointed respectively by the Government, Employers' and Workers' Groups of the Governing Body of the Office.

PROHIBITION OF UNDERGROUND WORK FOR WOMEN

By 117 votes to 0, the Conference adopted a Draft Convention prohibiting the employment of women underground in mines of all kinds.

A rule which is already recognised on all sides and embodied in the legislation of almost every country has thus received international sanction. The employment of women underground is hardly to be found except in a few Eastern countries, and these are already taking steps to do away with it.

HOURS OF WORK IN COAL MINES

The object of the Conference here was to facilitate ratification of the Hours of Work (Coal Mines) Convention of 1931 by getting rid of several technical difficulties. It therefore adopted, by 72 votes to 18, five amendments on points of detail concerning Sunday work and the possibility of increasing hours on certain operations or for certain groups of workers.

These slight changes do not affect the general structure of the Convention.

REGULATION OF CERTAIN SPECIAL SYSTEMS OF RECRUITING WORKERS

The two remaining points on the Conference's agenda came up for first discussion only.

One, the recruiting of labour in colonies and other territories with analogous labour conditions, was a continuation of the Conference's work to give backward populations the benefits of labour legislation; the first instalment of this work was a Convention concerning forced and compulsory labour, which has had good results.

The object of the regulations now proposed is to take a further step towards the eventual complete disappearance of compulsion and its replacement by the free offer of the workers' services; and meanwhile to prevent abuse by means of regulation and supervision.

Draft conclusions, to serve as a basis for the drafting of a Questionnaire which will be sent to the Governments of States Members, were unanimously adopted; and the question, now entitled "The regulation of certain special systems of recruiting workers" was placed on the agenda of the Conference's next Session by 94 votes to 0.

HOLIDAYS WITH PAY

The question of holidays with pay was dealt with by the same procedure. Draft conclusions, on which a Questionnaire will be based, having been adopted, it was decided by 107 votes to 15 to place on the agenda of the next Session the discussion and voting of draft regulations; as regards their form, the Conference expressed its preference for a Convention.

It is therefore probable that the institution of annual paid holidays—already introduced into many countries by legislation, collective agreements or custom—will spread further in the near future.

The regulations to be drafted will not apply to seamen and agricultural workers; as far as the former occupation is concerned, the question will come before the Special Maritime Session to be held next year; while the Governing Body of the International Labour Office was requested by resolution to place the question of holidays with pay for agricultural workers on the agenda of the Conference of 1936.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

As usual, the conclusions of the Committee on the application of Conventions was submitted to the Conference. This Committee examines the reports which States Members are required to send to the Office, under the constitution of the International Labour Organisation concerning the application of the Conventions which they have ratified.

The Conference also adopted a number of amendments to its Standing Orders.

RESOLUTIONS

The future work of the Organisation, in the field of social legislation and in that of research, is largely determined by the Resolutions submitted to the Conference.

Apart from those already mentioned, the following were adopted at this year's Session.

(1) Resolution moved by Sir Frederick Stewart (Australian Government Delegate) requesting the Governing Body to instruct the Office to continue the study of under-nutrition both in its social aspects and in view of the fact that an increase in the consumption of foodstuffs would help to relieve the agricultural depression.

(2) Resolution moved by Mr. de Michelis (Italian Government Delegate) requesting the Governing Body to instruct the Office to expedite its study of the position and conditions of agricultural workers; to act in collaboration with the International Institute of Agriculture towards concrete results in this field; and to set up a Permanent Agricultural Committee which would serve as an advisory body and collaborate in the above programme.

(3) Resolution moved by Mr. Yagi (Japanese Workers' Delegate) requesting the Governing Body to place the question of the workers' right of association on the agenda of an early Session of the Conference.

(4) Resolution moved by Mr. Mudaliar (Indian Workers' Delegate) in accordance with which the Office will request States Members to set up wage fixing machinery, where it does not already exist, in pursuance of the Convention of 1928.

(5) Resolution moved by Mr. Kupers (Netherlands Workers' Delegate) requesting the Governing Body to examine the desirability of placing the question of the regulation of written contracts of employment on the agenda of the Conference of 1937.

(6) Resolution moved by Mr. Ruiz Guiñazú (Argentine Government Delegate) requesting the Governing Body to invite the Office to continue, extend, and publish the results of, its investigations into the various forms and manifestations of the truck system, into related practices involving deductions from the nominal amount of wages and salaries, and into the legislation concerning these matters in operation in the various countries, with a view to presenting a report to an early Session of the Conference

DEBATE ON THE DIRECTOR'S REPORT

As at each year's Session, the Conference devoted several sittings to a discussion of the Director's Report, which was analysed in the *Monthly Summary* for May last.

Sixty delegates, including members of the Government, Employers' and Workers' Groups, spoke in the debate. They were: Mr. Garcia Oldini (Government, Chile), Mr. Gomez (Government, Mexico), Mr. Zaldumbide (Government, Ecuador), Mr. Sam A. Lewisohn (Employers, United States), Sir Frederick Stewart (Government, Australia), Mr Delattre, Belgian Minister of Labour, Mr Kupers (Workers, Netherlands), Mr. Junoy Rabat (Employers, Spain), Mr. Curcin (Employers, Yugoslavia), Mr. Yagi (Workers, Japan), Mr. de Blanck (Government, Cuba), Mr. Wistrand (Employers, Sweden), Mr. Schulthess (Government, Switzerland), Mr. Lobo d'Avila Lima (Government, Portugal), Mr. Lambert-Ribot (Employers, France), Mr. Roman (Government, Rumania), Mr. Markus (Government, U.R.S.S.); Mr. H. A. Lalljee (Employers, India), Mr. Staud (Workers, Austria), Mr. Krier (Workers, Luxemburg), Mr. Zumalacarregui Prat (Government, Spain), Mr. Sierra Rustarazo (Government, Spain), Mr. Ramaswamy Mudaliar (Workers, India), Mr. Sandoval (Government, Cuba), Mr. Kádár (Government, Hungary), Mr. Mircea (Employers, Rumania), Mr. Jurkiewicz (Government, Poland), Miss Schmidt (Government, Switzerland), Mr. Watanabe (Employers, Japan), Mr. Li Ping-Heng (Government, China), Mr. Hayday (Workers, British Empire), Mr. Riddell (Government, Canada), Mr. Tudela (Government, Peru), Mr. Tracy (Workers, United States), Mr. Vanek (Employers, Czechoslovakia), Sir Joseph Bhore (Government, India), Omer Khan(Government, Afghanistan),Mr. Bandeira de Mello (Government, Brazil), Mr. Negri (Workers, Argentine), Mr. Aalberse (Government, Netherlands), Mr. Schürch (Workers, Switzerland), Mr. Wang Cheng-Shar (Workers, China), Mr. Cianetti (Workers, Italy), Mr. Zumeta (Government, Venezula), Mr. Gutierrez (Workers, Mexico), Mr. Guizado (Government, Colombia), Miss Abbott (Government, United States), Mr. Anselmi (Government, Italy), Mostafa Khan Adle (Government, Iran), Mr. Ruiz Guiñzaú (Government, Argentina), Mr. Olivetti (Employers, Italy), Mr. Yoshisaka (Government, Japan), Mr. Hamilton (Government, United States), Mr. Cemal Hüsnü (Government, Turkey), Mr. Möller, Swedish Minister of Labour, Mr. Knob (Employers, Hungary), Mr. Szurig (Workers, Poland), Mr. Campbell (Workers, Irish Free State), Mr. de Oliveira (Workers, Brazil), and Mr. Yeremitch (Government, Yugoslavia).

Replying, Mr. Harold Butler said that the debate had covered a very wide field; in fact, it had covered the whole of the economic and social field. It was notable for the interesting contributions from new Members of the Organisation, from the United States, the Union of Soviet Socialist Republics, Afghanistan and Ecuador. Then, the countries of Latin America and of Asia had given of their experience far more liberally than in previous years. This did not mean that Europe had been behindhand; but the debate had had a breadth and perspective which tended to correct what might in the past have been a somewhat too European outlook.

The upshot of the whole was that the state of the world at the present time was very far from satisfactory. In spite of the undoubted progress which had been accomplished in many directions, no one could pretend for a moment that anything like normality had been recovered.

Mr. Butler pointed out that he had made no attempt in his Report to suggest any golden solution; all he had done was to set down what was actually happening and to make a few tentative deductions from the facts. They were not all of them pleasant facts; they were not easily reconciled to any cut-and-dried theory; they did not fit into any single doctrinal explanation. But that was not a reason to avoid looking them in the face.

Of course, in looking at them one was forced to use expressions which tended to become misleading. One talked about planning, orthodox methods and liberal economy; and those words often meant. different things to different people. There was a tendency to elevate them into catchwords instead of looking at the realities which they tried to express If any value was to be drawn from the debate, one must put aside catchwords and slogans and try to get at the underlying realities, remembering all the time that because some remedies have been successful in certain cases it by no means follows that they are applicable everywhere, and conversely, that because they are not applicable everywhere it by no means deprives them of their validity in the cases where they have succeeded. The test that one ought to apply was the pragmatic test.

The upholders of the self-adjusting system had made a number of statements, from which a first elementary point might perhaps be established—namely that there must be at any rate some degree of planning, co-ordination or systematisation, whatever one liked to call it. Planning in some form or other was as old as civilisation itself.

The question was, then, by what methods and by whom was the economy of the future to be organised on rational lines. Could it be entirely left to the initiative of private individuals, or, failing that, did the intervention of the State necessarily imply the destruction of private enterprise? Secondly, what forms of organisation were bad and obstructive to the economic process? What forms could be justified as working towards the general aims, which, after all, both planners and anti-planners had in view, namely, the happiness and welfare of mankind, based on a rising standard of living and an expanding volume of employment?

As regards commercial policy the Director observed that the pure free trader seemed nowadays to be regarded as almost a prehistoric animal; but it by no means followed that all or even most of the restrictive measures taken had been profitable. Most speakers in the debate had agreed with the suggestion in the Report that there could be no real recovery until a freer and broader flow of international trade had been restored. Not only were commercial restrictions not essential to a well-planned economy, but they might even in some cases be the negation of it. No doubt all the restrictive measures adopted in various countries could be justified by reference to some immediate need or to some temporary state of emergency, but it was now beginning to be realised that methods which might be individually justifiable might in the aggregate be pernicious.

What then were the forms of positive action which might contribute to loosening the shackles of trade? The main suggestion which emerged from this debate was the adoption of expansionist policies. Here again, however, there seemed to be a good deal of misunderstanding. Some speakers seemed to think that expansionist policy and currency devaluation were the same thing. It had even been suggested that the Director's Report advocated devaluation as a universal remedy for the depression; though in fact Mr. Butler had expressed no such view. He entirely agreed that the world must finally get back to stabilisation. He had, however, pointed out that in many countries which had resorted to devaluation a distinct improvement of economic activity and employment had taken place. These results could not be attributed to devaluation alone. In itself it was no remedy. Devaluation was a temporary and emergency measure which could not continue indefinitely, but in the case of many countries it was probably an indispensable first step towards applying measures for restoring adequate buying power on the home market and towards counteracting the withering effects of the deflationary process.

In this connection it was interesting to notice that countries like Japan and Sweden, which had not only devalued their currencies but also adopted measures for the internal expansion of credit, were buying more largely abroad because they were buying more largely at home. Experience seemed to be showing that the increase of purchasing power at home carried with it freer spending abroad. Confirmation of this might be found in the fact that the countries which had not taken expansionist measures had usually resorted most to the restriction of imports. Both the home market and export trade should be developed. The two were not antagonistic, but complementary to each other.

Mr. Butler then passsed to the question of public works. Speaking generally, it could hardly be gainsaid that such works carried with them three advantages. In the first place, no one would deny that work was better than subsidised idleness. In the second place, where public works were properly planned, they possessed an economic value which remained a permanent asset. In the third place, if properly used, they restored large sums of money to circulation at a time when private borrowing was stagnant. It was argued that to revive purchasing power with borrowed money was mortgaging the future and imposing a burden on the State which its existing revenues could hardly bear. To this argument it might be answered that if the operation was successful, as it had been in various countries, one of the first results was to improve the state of the public finances. This was but one symptom of the fundamental fact that resources were once more being utilised and human needs once more being met. Monetary circulation was an essential adjunct of production and distribution, and unless they were in a healthy state the whole economic mechanism was out of gear. If by calling in the doctor you should succeed in restoring your health, you have some chance of being able to pay his bill; if you die, your finances are apt to collapse altogether.

The Director then spoke of the controversy which had been provoked by the intervention of the State in industry. The assumption that all State interference in industry must logically lead to a complete State management of production could hardly be maintained. The problem was essentially different in countries which were now building up their industrial structure from that in countries which had an old-established industrial organisation. In the latter, it was altogether improbable that the present tendency towards closer integration of industry would result in any general system of State management. There was in fact room for a great variety of forms of planning in this field. It was susceptible of almost infinite gradation. Each case must be judged on its merits, but the principal test of merit was to be found in its social consequences.

In the present state of development, the Director continued, social legislation was not enough. The problem had broadened out into finding the right formula for each country, and perhaps in some cases for individual industries, which would allow social justice to keep pace with the advance of technical progress. The difficulty was not to foster production in the old industrial communities. There was no lack of brains, no lack of equipment to multiply it indefinitely. The real problem was the human problem.

It was true that in Great Britain production was above the 1929 level; but unemployment was still double the figure of six years ago. That was the crux of the situation. Not only in Great Britain but in all the old industrial countries the problem was not how to increase the output of the economic machine, but how to secure the fair distribution of its benefits. The machine's power to produce was increasing faster than the demand for labour in new industries and services. A short time ago, said Mr. Butler, he had visited a big factory which was engaged in enlarging its plant and which would double its production at the end of the year. The manager had said that if, as a consequence, there was any increase at all in the working force, it would not exceed 10 per cent. at the outside.

That was one of the reasons why we had been witnessing the tragic spectacle of unemployed youth pleading before this Conference. No one who had seen it could have remained unmoved. Unemployment as it now faced us was not a problem that could be safely ignored or which could be readily dismissed by appealing to the experience or the formulae of the past. It contained new elements and could only be solved by new measures. That was why the International Labour Organisation had been led to examine new problems and the application of new methods—the reduction of working hours being the first among them. If the old system had continued to operate satisfactorily the world could have got along comfortably in the old paths; but it was no longer working satisfactorily, and that was why former practices have had to be revised and old beliefs re-examined.

Mr. Butler then dwelt on what the International Labour Organisation should take as its immediate future tasks. The Organisation was geographically expanding, the first sign of that had been very clearly given by the proposal from the Chilean Government representative that an International Labour Conference of a regional nature should be convened in Santiago de Chile; this would include the States of the American continent which are Members of the Organisation, and would discuss questions of particular interest to those countries. (As will be seen later, this proposal—supported with great warmth by all the American delegates—was accepted by the Governing Body of the International Labour Office, which fixed 30 December, 1935, as the Conference's opening date.)

The Director then reviewed the various problems raised during the discussion on his Report and requiring thorough research; these concerned population figures and migration, standards of nutrition, family consumption, agricultural labour, women's work in its many forms, the more general ratification and application of International Labour Conventions, the competition of countries with different needs and habits from those of the Western countries, etc.

It would be a mistake, he declared, to suppose that the industrial development of the East was not likely to be of benefit to the world in the long run. Japan had already shown that the growth of exports had been accompanied by a corresponding growth of imports; she was not only a competitor but also a customer. In the long run the rise in industrial power and wealth of the Eastern countries was bound to be beneficial. But that did not alter the fact that it might entail a period of considerable dislocation in international trade and manufacture. The question was, how could this distribution be made as frictionless and innocuous as possible to the existing standards of other countries?

The same applied to the industrialisation of other countries which had been in the past mainly agricultural. There was room in the world for unlimited expansion of consumption, both of agricultural and industrial products. There were still millions underfed, underclothed and underhoused. If their needs were met, the so-called overproduction in agriculture would disappear, the textile industries would be flourishing instead of complaining of dumping and cut-throat competition, all the wider range of trades that cater for construction would be busily occupied. The solution of our present troubles must be looked for in the expansion of the consumption of the masses throughout the world, rather than in cutting down the standards of living of the old industrial countries.

But that could only be achieved by restoring not only the freer flow of goods but also the freer flow of capital. The great need of the present time was to employ the capital now lying idle and to give buying power to those who lacked it. That could only be done by returning to an international outlook. The world's troubles could not be cured by isolated national policies. Before we could emerge from the present depression, what was narrow and selfish and short-sighted in those policies must be discarded. There must be a genuine and not a hypocritical desire for international co-operation. In the end it would be imposed by the logic of facts, which would induce nations not to plan against each other but with each other. That was not an inconceivable or even a very difficult ideal; it could be realised as soon as the will to it existed.

"That," Mr. Butler concluded, "is the aim which this organisation must hold steadily before it. Its object is not merely to prevent abuses, to reduce accident and disease in industry, to eliminate hardship and distress. It has a more positive task in making possible a freer and better life for all those engaged in industry and agriculture, in raising the standard of material comfort and in making available to all the opportunities for physical, intellectual and spiritual culture which have been won for us by the machine. But no nation can gain these benefits by its own unaided efforts. There is no autarchic road to a higher civilisation. It is only through international effort and understanding that the path lies to the greater happiness and prosperity of mankind. This Organisation was founded to that end. It has a long and arduous task before it. It offers no short cut to Utopia, but its growing strength and purpose are the best proof that its past labours have not been in vain and that a widening sphere of usefulness is opening out to it in the future."

It was on this note of sturdy confidence that the Session came to an end.

In his presidential closing speech Mr. Creswell referred to the incidents which had occurred in the earlier part of the proceedings. The group system, he said, arose naturally out of the Constitution of the Conference and had very useful functions; it permitted the views and arguments of the employers and workers to be put forward, and this was good. But the Conference should endeavour very earnestly to avoid introducing into the group system the methods of the political caucus or allowing itself to be dominated by the group spirit, holding itself in a series of watertight compartments and pressing its views not by argument but by action tending to defeat the very object of the Conference, which was the pooling of knowledge and experience with a view to deliberate and considered decisions.

But that, after all, was only a matter of machinery. As regards matters of substance, he believed that the questions with which the Conference had dealt were of the first importance, and that this Session would mark a date in the history not only of the Organisation but in that of social progress too. The Recommendation concerning juvenile employment was of immense importance. The general Convention on the reduction of hours of work was closely connected with the same problem of unemployment, and both went very close to the root of the world's troubles.

Mr. Berg (Government, Norway), Mr. Mircea (Employers, Rumania) and Mr. Jouhaux (Workers, France), the three Vice-Presidents of the Conference, paid a tribute to the services rendered to the Conference by the President. They associated themselves with his expression of gratitude to the Director and the staff of the Office, and with his opinion that the Session had acccomplished an efficient and useful work.

AN AMERICAN LABOUR CONFERENCE AT SANTIAGO DE CHILE

The Governing Body of the International Labour Office held a special sitting on Friday, 21 June, 1935, with Mr. de Michelis in the chair. Its object was to discuss an invitation given at the International Labour Conference by Mr. Garcia Oldini, Government delegate of Chile, who proposed that a regional international Labour Conference should be held at Santiago de Chile, and that all the States of America who are Members of the Organisation should be asked to participate in it.

The Governing Body warmly thanked the representative of the Chilean Government for its opportune suggestion as well as its generous offer to contribute to the expense; and the invitation was accepted.

The Director of the International Labour Office was authorised to invite, in agreement with the Chilean Government, all the States of America Members of the Organisation to take part in the proposed regional Conference; they would be asked to send tripartite delegations composed of two Government delegates, one employers' delegate and one workers' delegate, together with the necessary technical advisers.

The Governing Body also decided to be represented at this Conference by a special delegation, comprising the President in office in November next and two members of each group, in order to affirm the universal character of the International Labour Organisation.

The Conference at Santiago de Chile will open on 30th December, 1935, and will have the following questions on its agenda:

(*a*) Examination of the situation of existing International Labour Conventions as concerns ratification and application, with special reference to Conventions and Recommendations dealing with social insurance and Conventions and Recommendations dealing with the conditions of work of women and children;

(*b*) Examination of questions which might form the subject of future discussions at the International Labour Conference.

The results of the Conference would be in the form of resolutions addressed to the International Labour Organisation.

The languages to be used at the Conference would be the two official languages of the Organisation, English and French with the addition of Spanish and Portuguese.

The Governing Body authorised the Director of the International Labour Office to keep in touch with the Chilean Government in order to make the necessary financial arrangements in detail.

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THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office held a brief private session on 23 October, 1935, and its Seventy-third Session on 24–26 October, 1935, both at Geneva.

At the private session it dealt solely with legal questions. In particular, it took note of the fact that Germany had ceased to be a Member of the International Labour Organisation, thus creating a vacancy among the seats assigned by the Constitution of the Organisation to the eight States Members of chief industrial importance. This seat is now filled by Canada, which the departure of Germany has placed on the list of the eight States.

During its ordinary session the Governing Body took various decisions of considerable importance to the activity of the Organisation in the near future.

Thus, it decided to submit to the International Labour Conference at the 1936 Session—which is to open on 4 June—the question of applying the principle of the 40-hour week to the textile industry as a whole. This decision is of direct importance because it affects an economic branch employing a very large number of workers (about 11,000,000 in 20 countries) which at the same time has suffered most severely from the depression. Indirectly the decision is even more important, for it takes its place side by side with other decisions of the Governing Body and the last Session of the International Labour Conference on the question of the reduction of hours of work.

The votes taken in this field have now clearly defined the scope of the action of the International Labour Organisation in regard to the 40-hour week during the next few months. The basis of this action, it will be remembered, is the general Convention adopted by the International Labour Conference on 22 June, 1935, according to which the ratifying States declare their approval of the principle of the 40-hour week applied in such a manner that the standard of living is not reduced, and undertake to apply this principle to classes of employment in accordance with separate Conventions prescribing detailed provisions.

One of these separate Conventions has already been adopted, namely, that for the glass-bottle industry (sheet-glass manufacture was the subject of a Convention, based on similar principles, adopted in 1934).

At its Session in June 1936, the Conference will consider the application of the 40-hour week by means of similar Conventions to public works, building and contracting, the iron and steel industry, coal mining, and the textile industry.

The question of the reduction of hours of work in the printing and bookbinding trades and in the chemical industry has been selected as suitable for inclusion in the agenda of the 1937 Session.

Further, the Technical Committee on Glassworks has been instructed to study the reduction of hours of work in those branches of the glass industry which are not yet covered by existing Conventions.

It will thus be seen that the system of gradual application, industry by industry, which has been adopted for the international realisation of the 40-hour week, has already allowed of the approval or preparation of measures directly affecting a very large proportion of the total number of workers.

In another direction, reference should be made to the measures adopted by the Governing Body for the study of the problem of the nutrition of the workers in the best possible conditions, and in collaboration with the technical organisations of the League of Nations and the International Institute of Agriculture.

There are few questions in which social and economic interests so obviously converge. From the social point of view, there can be no question—

and this was clearly asserted by the Conference in June last—that nutrition, both adequate in quantity and in quality, is essential to the health and well-being of the workers and their families. Similarly, there can be no question that in various countries large numbers of persons are not suitably nourished. An increase in the consumption of agricultural foodstuffs would thus help to raise standards of life and at the same time increase the working and earning capacity of the workers. From the economic point of view, it is no less certain that the agricultural depression is one of the most disturbing aspects of the present world depression, and that anything that may help to increase the consumption of foodstuffs would relieve agriculture and promote the general revival of exchange.

The question thus officially included in the Organisation's programme of work is singularly comprehensive, and at the same time very complex.

Among the other decisions taken by the Governing Body, reference may be made to those concerning the organisation of the Labour Conference of American States at Santiago de Chile, which it was decided should open on 2 January, 1936; the desirability of maintaining or revising the exceptions and special regulations provided for certain countries in the International Labour Conventions; the study of the extent and effects of the use of opium by the workers; all of which points are of special interest to extra-European countries.

A brief account of the proceedings of the Governing Body is given below, question by question.

PRIVATE SITTING

The Governing Body of the International Labour Office first held a private sitting on Wednesday, 23 October, 1935, with Mr. de Michelis (Italy) in the chair, to examine certain questions of procedure which had to be settled before the opening of the Seventy-third ordinary Session.

The Chairman first paid homage to the memory of the late Mr. Leo Winter, former Czechoslovak Minister of Social Welfare, who had represented the Czechoslovak Government on the Governing Body of the Office and at the International Labour Conference, and played an important part in the work of the Organisation. In the name of the Czechoslovak Government, Mr. Nečas, Minister of Social Welfare, thanked the Governing Body.

Turning next to the questions on its agenda, the Governing Body took note of the fact that, as a result of the letter from the Minister of Labour of Germany informing the International Labour Office that the notification of the withdrawal of Germany from the League of Nations included its withdrawal from the International Labour Organisation, Germany had, on the expiry of the period of two years' notice, ceased to be a Member of the International Labour Organisation.

A seat thus became vacant on the Governing Body among the representatives of the eight States Members of chief industrial importance. This seat will be filled by Canada, which now replaces Germany in the list of these eight States.

THE SEVENTY-THIRD SESSION

The Governing Body opened its Seventy-third Session on Thursday, 24 October, 1935, under the Chairmanship of Mr. de Michelis (Italy).

Election of Officers.

The first item dealt with was the election of officers for the period October 1935–October 1936.

Dr. W. A. Riddell, Canadian Government representative, was unanimously elected Chairman. Mr. Oersted (Employers, Denmark), and Mr. Mertens (Workers, Belgium) were also unanimously re-elected Employers' and Workers' vice-Chairmen respectively.

In taking the Chair, Mr. Riddell thanked his colleagues and paid tribute to the work done by his predecessor. Mr. Mahaim (Government, Belgium), as senior Government representative, expressed the same sentiments for the Government Group.

Mr. Harold Butler, in the name of the International Labour Office, emphasised the importance of the past year for the International Labour Organisation, which had successfully overcome a number of difficulties largely owing to the personality and authority of Mr. de Michelis.

Mr. Oersted, for the Employers' Group, also paid a warm tribute to the retiring Chairman for the high courtesy and sure authority with which he had always carried out his important duties. Mr. Mertens, for the Workers' Group, also expressed appreciation of Mr. de Michelis's competence and impartiality in his office, and thanked him for the services he had rendered to the cause of social progress.

Mr. de Michelis thanked his colleagues most warmly for their tributes and assured them of his grateful remembrance.

THE SANTIAGO DE CHILE CONFERENCE

The Governing Body then took up the question of the organisation of the Labour Conference of the States Members of America, to be held at Santiago de Chile, which is making good progress. The participation of the following States is already assured: Argentina, Brazil, Chile, Cuba, Ecuador, Mexico, Paraguay, Peru, United States, Uruguay and Venezuela. Costa Rica, the only State of America not a Member of the Organisation, has stated that it will be represented by a delegation of observers.

The Governing Body thanked President Alessandri and the Chilean Government and Congress for all they had done to facilitate the preparation of this regional Conference both materially and financially.

The Conference will open at Santiago de Chile on 2 January, 1936, in the Congress Building.

The Director of the Office announced that Chile had just officially ratified 14 International Labour Conventions.

THE RESOLUTIONS OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body then considered the effect to be given to the Resolutions adopted by the International Labour Conference at its 1935 Session.

With regard to the Resolution on holidays with pay in agriculture, it requested the Office to prepare a complete report on the subject, to be submitted to the Committee on Agricultural Work.

In another Resolution, the Conference had asked for the revision of the Conventions on the minimum age for admission to employment, with a view to raising the age from 14 to 15 years.

It was decided to postpone discussion on this point until the next Session of the Governing Body, in order that the question might be studied in connection with the final decision to be taken then as to the Agenda of the 1937 Session of the Conference.

Mr. Rice, United States Government representative, urged that there should be no unnecessary delay in studying the question of raising the school age, a problem in which his country was particularly interested, since the industrial codes had very widely had the effect of raising the age to 16 years.

As the result of a further Resolution of the 1935 Session of the Conference, the Governing Body agreed, by 14 votes to 8, to call a meeting of the Technical Committee on Glassworks in 1936 to study the reduction of hours of work in those branches of the glass industry which are not covered by the International Conventions so far adopted.

It was decided to communicate to all States Members of the Organisation the Resolution of the Conference requesting Governments to constitute immediately a wage-fixing machinery in their respective countries (where it does not already exist) in pursuance of the Draft Convention of 1928 on the subject.

Nutrition of the Workers

The Governing Body discussed the question of the nutrition of the workers, on which Resolutions were adopted by the 1935 Session of the International Labour Conference and by the Assembly of the League of Nations in September last. To assist the International Labour Office to carry out its study of this very important problem in the best possible conditions in collaboration with the technical organisations of the League of Nations and with the International Institute of Agriculture, it was decided to set up a Committee of Experts with Mr. Bramsnaes, a former Minister in Denmark and also ex Chairman of the Governing Body of the Office, as Chairman. The Governing Body will be represented on this Committee by one member from each Group—Government, Employers' and Workers'.

In the discussion, Mr. Jouhaux (Workers, France) remarked that the problem of the nutrition of the workers differed materially according as the country in question was backward or advanced. In the former case, the general conditions of nutrition of the whole population were inadequate, but in the latter, where the standard of living was high, the problem was solely one of wages and purchasing power. He held that the International Labour Organisation, for its part, should bear both aspects in mind. Mr. Hayday (Workers, Great Britain) also emphasised the close connection between the problems of the workers' nutrition and wages.

Reduction of Hours of Work in the Textile Industry

The Governing Body examined the question of the application of the 40-hour week to various industries.

It will be remembered that the International Labour Conference adopted last June a Convention on the principle of the 40-hour week without a decrease of the standard of living of the workers, the application of this principle to various classes of employment being left to separate Conventions prescribing detailed provisions. Immediately after this general decision, the Conference adopted a first Convention applying to the glass-bottle industry. Then it placed the question of similar Conventions for public works, building and contracting, iron and steel, and coal mines on the Agenda of its 1936 Session. These decisions are final. Moreover, by special resolutions, the Conference requested the Governing Body of the Office to consider the desirability of also placing the question of the reduction of hours of work in the textile industry, the chemical industry, and the printing and bookbinding trades on the Agenda of the 1936 Session. The Governing Body had to take a decision on the effect to be given to the resolutions concerning these three industries.

It dealt first with the textile industry.

Mr. Oersted (Employers, Denmark) was opposed to placing the reduction of hours of work in this industry on the Agenda of the 1936 Conference, first because of the opposition of most of the Employers' Group to the 40-hour week principle, and secondly because the Agenda was already overloaded and further items would militate against the success of the Conference.

Mr. Hayday (Great Britain), for the Workers' Group, on the contrary insisted on the necessity of the reduction of hours of work in the textile industry, as one which lent itself more particularly to such a measure.

Mr. Leggett, British Government representative, held that it would be premature to place the question on the 1936 Agenda, and that, before being discussed internationally, the problem should be studied in greater detail for each branch of the industry and each country, the national organisations of workers and employers concerned being consulted in particular.

Mr. Picquenard, French Government representative, and Mr. Jouhaux (Workers, France) referred to the numerous social and economic arguments in favour of dealing with the problem in 1936. Last year they both had proposed to have it discussed by the 1935 Conference, and this proposal was lost by only one vote on the Governing Body. Since then, the development of the situation in the industry had only increased the urgency of an international examination of the problem.

Mr. Rice, representing the United States Government, stated that it was greatly interested in the reduction of hours of work in the textile industry, and that he too would have liked it discussed at the 1935 Conference. He urged that the question should be dealt with in 1936, and in such a form that one or more Conventions might be adopted at that Session.

Mr. Possehl (Workers, United States) spoke to the same effect, and emphasised the fact that while the Governing Body was discussing a 40-hour week, the workers of the United States spoke of 30 hours.

Mr. Yoshisaka, Japanese Government representative, laid most stress on the differences between the conditions obtaining in various countries, which meant that reforms ought to be introduced by stages. However, in order not to obstruct the work of the International Labour Organisation, he stated that he would not oppose the proposal to place the subject on the Agenda, but would abstain from voting.

After a statement by Mr. Olivetti (Employers, Italy) in favour of the reduction of hours of work in the textile industry, the Governing Body, by 17 votes to 6, decided to place this question on the Agenda of the 1936 Session of the International Labour Conference. Further, by 13 votes to 8, it was decided to treat the question as a single item on the Agenda, that is to say, the proposed reduction would apply to the textile industry as a whole. By 15 votes to 13 it was agreed that the Office should draw up the preliminary report in such a way that the Conference might adopt the single or double discussion procedure as it chose.

The decisions concerning the reduction of hours of work in the printing and bookbinding trades and in the chemical industry were taken in connection with the discussion of the Agenda for the 1937 Session of the Conference.

THE 1937 SESSION OF THE CONFERENCE

The Governing Body had a preliminary discussion on the possible items for the Agenda of the 1937 Session of the International Labour Conference. There was a general discussion on the methods followed in drawing up the programme of work of the Conference, which, it will be remembered, is one of the principal duties of the Governing Body.

Finally, it was decided provisionally to select the following items for further consideration :

(*a*) Reduction of hours of work in the printing and bookbinding trades (selected by 17 votes to 7) ;

(*b*) Reduction of hours of work in the chemical industry (16 votes to 8) ;

(*c*) Reduction of hours of work on public works (23 votes to 0) ;

(*d*) Rights of performers in connection with broadcasting and other systems of reproducing sound and images (18 votes to 0) ;

(*e*) Apprenticeship and technical education (27 votes to 0) ;

(*f*) Regulation of certain special types of contracts of employment (28 votes to 0) ;

(*g*) Labour statistics (27 votes to 0).

According to the Standing Orders, the International Labour Office will prepare a report on each of these problems, setting forth the law and practice obtaining in the various countries ; after studying these documents, the Governing Body, at its next Session, will finally decide whether to place some or all of these questions on the Agenda of the 1937 Session of the Conference.

EXCEPTIONS ALLOWED IN INTERNATIONAL LABOUR CONVENTIONS

The Governing Body discussed a Report of the Office on the exceptions for which the International Labour Conventions provide. The decision that it should be prepared had been taken by the Governing Body on the suggestion of Mr. de Michelis (Italy), who had proposed that international labour legislation be extended to all workers not yet so protected.

Mr. Joshi (Workers, India) emphasised the great importance of this question for the workers of his country. For example, the Washington Convention of 1919 on the eight-hour day allowed 60 hours per week for India and Japan. Since that date, conditions had changed, and in India national legislation now limited weekly hours of work to 54 Also, for the age of admission to employment, night work, etc., conditions had altered for the better. The exceptions to Conventions should be revised. He wanted an effort made to obtain a larger number of ratifications of International Labour Conventions.

Sir B. N. Mitra (Government, India), in reply showed that the more recent Conventions did not contain the same special provisions as were to be found in those adopted earlier. He added that social progress was best aided by an educated public opinion.

Mr. Yonekubo (Workers, Japan) supported Mr. Joshi. It was 16 years since Conventions had been adopted at Washington providing special exceptions for India and Japan. Great social and economic changes had since taken place in extra-European countries, and especially in Japan. To-day, industrial organisation in that country had made such great strides that there was no longer any reason not to apply the same labour legislation as in Western countries.

Mr. Yoshisaka (Government, Japan), while agreeing that Japan had made great industrial progress, gradually overcoming difficulties due to differences in climate, customs, etc., claimed that the differences still existed, and should be taken into consideration.

The Governing Body having decided to appoint from among its members a permanent Committee to study the 10-yearly and 5-yearly reports on the application of various Conventions, this Committee will be in a position to enquire whether the revision of certain of these Conventions should be proposed because of the exceptions for which they provide and which are no longer justified.

OPIUM AND THE WORKERS

The Governing Body authorised the publication of a report prepared by the Office on the extent and effects of the use of opium among the workers. This Report will be submitted to the next Session of the International Labour Conference. Its great value, especially for countries of the Far East, was emphasised by Mr. Jouhaux (Workers, France) and the Government representatives of China and Spain.

THE DIRECTOR'S REPORT

The Governing Body considered the Report of Mr. Harold Butler, Director of the International Labour Office, on the work of the Organisation.

In this connection, it paid tribute to the memory of various friends of the Organisation and collaborators, recently deceased, among them being Mr. Arthur Henderson and Mr. Razza, late Italian Minister of Corporations.

It decided that the Twentieth Session of the International Labour Conference should open on 4 June, 1936.

MISCELLANEOUS

The Governing Body adopted the Reports of its Committees on Workers' Spare Time and Social Charges (social insurance and assistance, etc.).

The Seventy-fourth Session of the Governing Body will open in Geneva on 20 February, 1936.

DR. W. A. RIDDELL

CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Walter Alexander Riddell, M.A., Ph.D., Dominion of Canada Advisory Officer accredited to the League of Nations, who has been elected, for one year, Chairman of the Governing Body of the International Labour Office, was born at Stratford (Canada) on 5 August 1881. He was educated at the Universities of Manitoba (Canada) and Columbia (United States).

In 1916 he was Superintendent of Trades and Labour of the Department of Public Works, and in 1919 Deputy Minister of Labour, of the Province of Ontario.

From January 1920 to January 1925 he held the post of Chief of the Agricultural Service of the International Labour Office. Since 1925, he has been Dominion of Canada Advisory Officer accredited to the League of Nations, and, since 1932, Dean of the Diplomatic Corps of Permanent Representatives accredited to the League of Nations and resident in Switzerland.

Dr. Riddell was adviser to the Canadian delegation at the First Session of the International Labour Conference in Washington in 1919, and technical adviser on agricultural questions at the Third Session of the Conference in Geneva in 1921. Since 1925, he has been a member of the Canadian delegation to all sessions of the International Labour Conference and Canadian Government representative on the Governing Body of the Office.

In September 1934, he was elected Government vice-Chairman of the Governing Body.

During recent years he has participated in many other important international meetings, such as the World Monetary and Economic Conference in London, the Disarmament Conference, and the meetings of the Assembly of the League of Nations.

He is the author of various works dealing with social and industrial problems.

A REGIONAL CONFERENCE OF LABOUR INSPECTION SERVICES

The first Regional Conference of representatives of labour inspection services was held at The Hague from 14 to 17 December 1935.

This new initiative is sufficiently important to be given special attention. It originated in a proposal put forward in 1933 by the Committee of Experts on Article 22 (408) of the Constitution of the International Labour Organisation. The function of this Committee is to supervise the practical application of Conventions, and its attention was quite naturally drawn to the indispensable guarantee that is afforded in this respect by the existence and efficiency of labour inspection services. In fact, it is not too much to say that the application of international as well as national social legislation ultimately depends on the labour inspectors. From this point of view, the Committee in question drew attention to the importance of any measures likely to secure closer contact between the inspection services of the different countries. This gave rise to the idea of convening from time to time Conferences at which inspectors might exchange views on the technical aspects of the application of Conventions and the difficulties met with in actual practice.

In order that these meetings might be as fruitful as possible, it was suggested that they should be organised on a regional basis, so that the inspectors attending them would have more or less similar experience and problems to deal with. Accordingly, the Conference at The Hague was composed of representatives of the inspection services of twelve countries in Western Europe: Belgium (Mr. Vervaeck), Finland (Mrs. Levanto), France (Mr. Auribault), Great Britain (Mr. Wilson), Italy (Mr. Cau), Luxemburg (Mr. Hintgen), Netherlands (Mr. Hacke, accompanied by Mr. Scholte), Norway (Mr. Römcke), Portugal (Mr. Botelho-Nevès), Spain (Mr. Gonzalez-Rothvoss), Sweden (Mr. Gabrielson), Switzerland (Mr. Rauschenbach).

Mr. Hacke, General Director of Labour in the Netherlands, was elected Chairman, and Mr. Wilson, Chief Factory Inspector in Great Britain, Rapporteur.

The subject of the Conference was "Organisation of factory inspection in industrial undertakings, including the question of collaboration with employers and workers." The material submitted to the Conference consisted of a series of reports on the organisation of inspection in their respective countries prepared according to a uniform plan by the twelve Governments represented.

The Conference, in discussing this general question, referred constantly to the principles laid down in the Recommendation adopted by the International Labour Conference in 1923 "concerning the general principles for the organisation of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers." Among the countries represented, the following had accepted this Recommendation either in full or in its principles: Belgium, Finland, France, Great Britain, Italy, Luxemburg, Netherlands, Norway, Spain, Sweden, Switzerland. The reports given by the Governments of these countries showed that their acceptance of the Recommendation was in fact confirmed by the organisation of their inspectorates, which appeared to correspond very closely to the principles of the Recommendation. It was found, however, that on certain points there were differences of method and practice, and these differences gave rise to a very useful exchange of views and experiences. The conclusions reached by the Conference on these various points were summed up in a report which is to be submitted to the Governing Body of the International Labour Office. They relate to the administrative organisation of inspection, the recruiting and training of staff, the statistics of industrial accidents, the publication of inspectors' reports, collaboration with employers and workers, etc.

When adopting these conclusions, the representatives of the Governments attending the Conference thanked the Governing Body of the International Labour Office for having convened it, and expressed their gratitude to the Netherlands Government for its hospitality and the opportunities it had generously afforded of obtaining a direct knowledge of the working of the highly efficient inspection service of the country.

CORRESPONDENCE COMMITTEE ON ACCIDENT PREVENTION

At the invitation of the Swiss National Accident Insurance Institute, the I.L.O. Correspondence Committee on Accident Prevention held its Eighth Session in the Institute's premises at Lucerne from 10 to 12 October 1935.

The Session was attended by the following members: Mr. Ruiz Manent (Spain), Mr. C. Tzaut (Switzerland) and Mr. Zulåwski (Poland), representing the Governing Body of the International Labour Office; Mr. Caen (France), accompanied by Mr. Dorido; Mr. Canon (Belgium), substitute for Mr. Deladrière; Mr. Colombo (Italy); Mr. Delauney (France); Mr. Gabrielson (Sweden); Mr. Hendrych (Austria); Mr. Kjaer (United States); Mr. Morley (Canada); Mr. Pfisterer (Hungary); Mr. Scholte (Netherlands), accompanied by Mr. Winkel; Mr. Stevenson Taylor (Great Britain); Mr. A. Tzaut (Switzerland), accompanied by Mr. Helfenstein; and Mr. van de Weyer (Belgium).

The Committee's main task was to consider draft safety regulations for the building trades, prepared by a sub-committee, a draft monograph on abrasive wheels, prepared by Mr. Stevenson Taylor, and a draft monograph on safety in the use of ladders, prepared by Mr. Deladrière.

The draft regulations for the building trades as amended by the Committee will be included in the Grey Report on this subject to be submitted to the International Labour Conference in 1936.

The monograph on abrasive wheels was approved by the Committee with slight alterations, and will now be put into final shape by the Office and published.

A preliminary discussion on ladders took place. The Committee's observations will be forwarded to Mr. Deladrière with a view to revision of the draft for further discussion at the Committee's next Session.

The Committee appointed Mr. Kjaer and Mr. Morley to prepare a draft monograph on the safe handling of corrosive liquids, Mr. van de Weyer and Mr. Deladrière to prepare a draft monograph on protective screens, and Mr. van de Weyer to prepare a draft monograph on the protection of the hands and feet of foundry workers.

In connection with this Session, the Swiss National Accident Insurance Institute arranged for demonstrations to be given of the Institute's guards for spindle moulding machines and circular saws, and the use of its welding masks and protective goggles.

The members also had an opportunity of seeing five films produced by the Belgian Manufacturers' Association showing the course of typical accidents, and a film produced by the Swiss Institute showing the dangers of spindle moulding and how they are overcome by its guards.

THE COMMITTEE ON INDUSTRIAL HYGIENE

A session of the Committee on Industrial Hygiene, under the chairmanship of Dr. Glibert (Belgium), was held at the International Labour Office from 28 to 30 October.

The following members were present: Dr. Brezina (Austria), Dr. Bridge (Great Britain), Dr. Gudjonsson (Denmark), Dr. Kranenburg (Netherlands), Dr. Loriga (Italy), Dr. Löwy (Czechoslovakia), and Professor Etienne Martin (France).

The Governing Body of the Office was represented by Mr. Vicente Estrada Cajigal (Government representative), Mr. Tzaut (Employers' representative) and Mr. Johanson (Workers' representative).

The Committee first discussed the extension of the list of occupational diseases for which compensation is due by virtue of international Conventions. It recommended the addition to this list of a certain number of diseases, such as: pulmonary fibrosis due to asbestos; skin diseases to which workers dealing with cement, mineral oils, turpentine, varnish and lacquer, alkalis, poisonous woods, etc., are exposed; carbon disulphide and manganese poisoning; and ulcerations due to chromium, arsenic compounds, etc.

The Committee also adopted a Resolution recommending that the Governing Body of the Office should draw up a Draft International Convention on the principles of regulations for protecting work in caissons. These are becoming more and more used in engineering construction (bridges, dykes, etc.) and involve serious dangers, especially due to the employment of a large number of untrained workers.

The Committee also adopted a Resolution in favour of the compulsory labelling of poisonous products used for industrial purposes.

The meeting concluded with a discussion on a suggestion of the Danish Government to create closer international collaboration in order to combat silicosis, by the appointment of a special permanent committee.

THE ADVISORY COMMITTEE ON PROFESSIONAL WORKERS

The Advisory Committee on Professional Workers met on 29 and 30 October at the International Labour Office, under the chairmanship of Mr. de Michelis (Italy).

This Committee, it will be remembered, was set up by the Governing Body of the Office as a means of consulting the various organisations concerned on problems affecting professional workers.

During this meeting, the Committee adopted various resolutions, which will be submitted to the Governing Body of the International Labour Office at its next session.

The Committee devoted considerable attention to the question of the serious unemployment prevailing among professional workers. It drew attention to the interest attaching to the cla use concerning young persons preparing for the professions which were included in the Recommendation on juvenile unemployment adopted by the last Session of the International Labour Conference. Further, it laid down various principles which it considered might serve as a basis for an effective campaign against unemployment.

According to the resolution adopted by the Committee, unemployment among professional workers was largely a consequence of the world economic depression, so that any measure for overcoming the depression, for instance, by a more rational arrangement of the working day and by economic reorganisation, must also have advantageous effects for professional workers.

In view, however, of the urgency of the situation, which called for immediate action, the Committee advocated certain special measures. Some related to the recruiting of professional workers and the reorganisation of their training, others to their placing, which it was held should be organised, in conformity with the spirit of the Washington Convention of 1919, on a joint basis specially adjusted to the needs of their professions and under the auspices of the public authorities. Finally, measures were proposed for developing the openings for employment, in the first place by a redistribution of the total amount of employment available. Thus, wider openings might be created by lowering the pensionable age and preventing the holding of several posts by the same worker, it being understood that such measures should take into account the difficult economic situation of professional workers and should not be applied in the absence of an adequate pensions system and salaries on a level sufficient to make it unnecessary to take up additional employment.

The resolution of the Advisory Committee also contemplated the organisation of special relief works on behalf of professional workers, such as the compilation of statistics, the classification of archives, the preparation of catalogues, the restoration of historical monuments, etc. It added that increasing facilities should be given for the establishment of professional workers in colonies and new countries. Outside the important centres where the professions are overcrowded there were vast rural or semi-rural regions which offered wide openings for employment. Measures should be taken for the equipment of these regions in particular with doctors, midwives, agronomists, artists, etc. The cost of the posts so created might be borne by the public authorities or co-operative or mutual benefit societies if the economic situation of the inhabitants of the regions was such as to prevent them from having recourse to the services offered.

The Committee also considered a Report prepared by the International Labour Office on equality of treatment in the domain of professional work for nationals and foreigners. It noted that in many countries there was a tendency to regulate with increasing strictness the exercise of the intellectual professions by foreigners, and that in some cases these regulations went so far as to exclude foreigners altogether.

The Committee held that it was possible and necessary to harmonise the legitimate attempts to protect national workers with the growing need for securing the freedom of intellectual exchange between different countries, and in the resolution it adopted on this point it recommended that, subject to the protection of the interests of nationals, the Governments should take up the question of the conditions under which foreigners might exercise the intellectual professions and should adopt practical provisions on this question either by way of bilateral or multilateral agreements or by way of national legislation, whether or not on the basis of reciprocity.

The Committee further requested the International Labour Conference, which at its 1936 Session will have before it a general Report on the recruiting and placing of migrants, to pay special attention to the position of professional workers; and the International Labour Office to continue the drafting of international regulations for securing equality of treatment for nationals and foreigners in the case of professional workers as in that of manual workers.

The Committee passed a resolution in favour of international regulations concerning the protection of titles and professional organisation for architects.

Finally, the Committee took note of the results obtained in various countries from the communication to Governments and press organisations of the conclusions of its enquiry into the principles of journalists' contracts of employment, and expressed satisfaction at the progress made in this field.

The Advisory Committee on Professional Workers is composed as follows:

Representatives of the Governing Body of the International Labour Office: Mr. de Michelis, Mr. Olivetti (substitute Mr. Lambert-Ribot), Mr. Jouhaux.

Representative of the International Committee on Intellectual Co-Operation: Mr. Julien Cain (substitute Mr. Destrée).

Representative of the International Institute of Intellectual Co-Operation: Mr. Lajti.

Representative of the Secretariat of the League of Nations: Mr. de Montenach.

Representatives of the International Confederation of Professional Workers: Mr. Gallié, Mr. Cornelissen, Mr. Lathan, Mr. Laurila, Mr. Koscinski; Technical Advisers: Mrs. Nisot, Mr. Smith.

Representative of Italian Professional Workers' Organisations: Mr. di Marzio.

Representative of Professional Workers of Extra-European Countries: Mr. Yoshisaka.

Representative of the International Federation of Journalists: Mr. S. Valot.

Representatives of the International Organisation of Industrial Employers: Mr. Čurčin, Mr. Lecocq.

THE COMPULSORY SCHOOL-LEAVING AGE

In the great majority of countries which have compulsory school attendance laws, children are required to attend school until at least the age of 14 years.

This appears clearly from a study which the International Labour Office has published on "Children and Young Persons under Labour Law" and which also deals with the minimum age for admission to employment in industry, agriculture, shipping, commerce, offices and other occupations—a question closely bound up with that of the school-leaving age.

At the present time, out of 45 countries dealt with, only 10 have laws fixing the compulsory school-leaving age at under 14 years. These are: Albania, France, Luxemburg, and Panama, where the school-leaving age is 13; Greece, Hungary, Italy, Portugal, and Spain, where it is 12 years; and Yugoslavia, where it is 10 years.

Fourteen years is the law in Australia, Austria, Belgium, Brazil, Bulgaria, Czechoslovakia, Denmark, the Dominican Republic, Estonia, Finland, Germany, Great Britain, Guatemala, Haiti, the Irish Free State, Japan, Latvia, the Netherlands, New Zealand, Nicaragua, Paraguay, Poland, Rumania, Siam, Sweden, Uruguay, and Venezuela.

In Switzerland the age is 14 or 15 years according to the canton.

In Canada, three provinces have compulsory school attendance up to 15 years, four to 14 years, one to 13 years and one to 12 years.

In Chile, Honduras, Norway, and the U.S.S.R., the age is 15 years. It is the same in two provinces of the Union of South Africa (European children only): Natal and the Transvaal, and 16 years in the other two provinces: The Cape of Good Hope and the Orange Free State.

In the United States the laws on compulsory school attendance in the majority of the States lay down 16 years, allowing the children, however, to leave school at 14 years of age if they have reached a certain standard of educational proficiency. In this case, they are usually only allowed to leave school to take up employment. The provisions concerning exemptions have been profoundly affected by the industrial codes, which have required a very large number of young people under 16 employed in industry to return to school.

In the international field, it will be remembered that four International Labour Conventions, adopted in 1919, 1920, 1921 and 1932, fixed at 14 years the minimum age for admission to employment in industry, at sea, in agriculture, and in non-industrial occupations respectively. The International Labour Conference, at its June 1935 Session, after having studied the serious problem of unemployment among young persons, recommended that the States should fix the minimum age for leaving school and being admitted to employment at 15 years, and requested the Governing Body of the Office to consider the desirability of a revision of the above Conventions to this effect.

"THREE SOURCES OF UNEMPLOYMENT"

Under the above title, the International Labour Office has published a work by Professor Vladimir Woytinsky in which he discusses the share of each of three factors in the present unemployment.

These are: (1) technical progress, increasing the individual output of the workers and making it possible to obtain the same production with less labour (technological unemployment); (2) reduction of activity owing to economic depression (cyclical unemployment); (3) variations in population (the demographic factor).

To distinguish the share of each of these factors, Professor Woytinsky proposes an analytical formula, the value of which depends, however, on the quality of unemployment statistics, and these, it will be remembered, are in general very inadequate. For this reason he aims primarily at working out a scientific method, and he puts forward various suggestions for improving the statistics so as to obtain a more complete knowledge of the serious phenomenon of unemployment.

Subject to these reservations, Professor Woytinsky applies his formula to the study of unemployment in several important industrial countries, and comes to various interesting conclusions, which may be summarised as follows:

(1) Although the development of employment possibilities in the various countries since the war has not been uniform, the three depressions that have shaken the economic life of the world during the past 16 years—namely, in 1920–1922, 1926–1927, and since the end of 1929—have been international in character, and have spread to a number of countries.

(2) The characteristic feature of the period between the end of the war and the beginning of the world depression is the fact that in many countries the development of employment has failed to keep pace with the growth of production. This was the case in the United States in the middle of a period of marked prosperity, as also in Great Britain, with its standing army of unemployed workers, in Germany during the years of economic recovery, in Japan, the Scandinavian countries, etc.

It was during the summer of 1929 that the economic situation of the world was, comparatively speaking, most prosperous. But even at that date there were more workers unemployed or on short time in many countries than there usually were during periods of depression before the war.

(3) From the demographic point of view two separate phases can be distinguished in the post-war period: up to 1930 the age groups entering occupational life were well stocked. After that date came the age groups from the war years, when the birth rate had been low.

During the first phase, up to 1930, there were three determining factors in the influx of new workers to the occupied population:

(*a*) the natural increase at a rather high rate of the population of working age;

(*b*) the removal of certain vestiges of the war years, when large numbers of women had temporarily engaged in occupational activity;

(*c*) the decline of international migration movements as compared with the pre-war period.

Under the influence of these three factors, the occupied population in most countries increased from year to year. The rate of increase was quite high, but as a general rule it did not exceed the pre-war rate.

In the second phase, which covers the years of worldwide depression, the pressure on the employment market in Germany, Great Britain, France, Italy, and some other countries, was appreciably relieved by the decline in the influx of new labour. This to some extent mitigated the effects of the decrease in production on employment possibilities.

(4) The distribution of population over the various occupational groups may be considered as a demographic problem in the wide sense. The gradual industrialisation of the population was a

characteristic feature of the pre-war period: the proportion of the occupied population in industrial occupations rose, and these occupations were able to absorb the surplus supply of labour from rural areas.

After the war, the industrialisation of the population ceased in many countries. In the United States, Great Britain, Japan and Norway, industrial occupations are so crowded that they have ceased to attract the new elements in the occupied population.

(5) Everywhere the power of industry to absorb the additions to the occupied population has waned. In every country that has been affected by the latest depression and that has statistics of its unemployment market it has been found that the seat of the disease of unemployment lies in mining and manufacturing industry, not including building. But this phenomenon is always obscured to some extent by the fact that wage earners in search of employment are gradually forced into other occupational groups.

The absolute or relevant decrease in the ability of the industrial occupations to absorb additional labour must be attributed to the changes that occurred (1) in the rate of increase of the volume of industrial production, (2) in the output per head of industrial workers.

In all the cases studied, the volume of production is seen to have increased more rapidly than the individual output of the occupied population in industry (or of the wage earners employed in industrial undertakings).

	Percentage annual increase in—	
	Volume of production.	Individual output.
Great Britain, 1861–1911	1·85	0·59
United States, 1869–1899	5·60	2·30
,, ,, 1899–1913	4·50	1·10
Germany, 1882–1907 ..	4.30	2.10

No figures are available for recent years that permit of accurate comparison, for the period that could be considered would be too short, and would cover only part of the economic cycle. Nevertheless, the figures for the years immediately preceding the economic depression are extremely interesting.

	Percentage annual increase in—	
	Volume of production.	Individual output.
United States, 1923–1929	2·0	4·8
Great Britain, 1924–1925	2·2	2·7
Germany, 1926–1929 ..	9·0	3·1
Italy, 1923–1929 ..	7·3	5·5
Czechoslovakia, 1921–1929..	6·3	3·2
Sweden, 1923–1929 ..	5·4	4·2
Norway, 1923–1929 ..	4·7	5·6
Denmark, 1923–1929 ..	3·0	2·7
Japan, 1926–1929 ..	8·7	12·1

Before the depression, then, industrial production in the United States, Great Britain, Japan and Norway was increasing less rapidly than the individual output of the workers employed. This meant the elimination of a certain amount of labour from the production process. The unemployment that had grown up in the industrial occupations in the United States, Japan and Norway before the depression may therefore be considered technological unemployment. In the case of Great Britain, the situation is rather more complex: the unduly slow growth of production was really the cause of the disproportion in the development of the various factors

On the other hand, no evidence of technological unemployment can be found in the case of Germany, France, Italy, Czechoslovakia, Sweden or Denmark. It is true that human labour was displaced by machinery in these countries too, but this was counterbalanced by an increase in production that absorbed the labour thus set free.

(6) The unemployment that has come into existence since 1929 is due entirely to the decline in industrial production. In every country this unemployment was at first concentrated in the same branch of the economic system—industry. Other groups of occupations were not affected until later, and then much less acutely.

The amount of work to be performed during the depression kept pace with the falling rate of industrial production, but the undertakings were able, by spreading employment over a larger number of workers, to retain in their service a fraction of those who would otherwise have been dismissed as superfluous. When estimating the extent of unemployment during the depression, therefore, one must add to the official number of registered unemployed persons both those who are on short time and those "invisible" unemployed persons who have not applied to the exchanges because they expected no help from them.

The technological unemployment of 1929 might be thought to be insignificant and harmless when compared with this disastrous unemployment of economic origin. But nothing could be more mistaken than such a conclusion. The recent depression might never have reached such alarming proportions if the economic equilibrium of the world had not first of all been upset by the growth of unemployment right in the middle of a period of economic recovery and prosperity.

"THE I.L.O. YEAR-BOOK 1934–35"

The International Labour Office has just published "*The I.L.O. Year-Book* 1934–35," which is the latest edition of the annual publication in which for the past five years the Office has collected all the available information on social legislation and the conditions of workers in the whole world.

It contains accounts of the principal events which made the year 1934 an outstanding one in all branches of social policy.

There is, for example, the unbroken series of measures taken nearly everywhere to diminish unemployment and overcome the economic depression, such as direct relief for the unemployed comprehensive public works policies, and the spreading of available employment by a reduction of hours of work. Next, in the field of social insurance, there have been, in addition to proposals for new legislation, a number of measures to consolidate existing systems and adapt them to present conditions; social insurance schemes have now succeeded in overcoming the difficulties of the depression, and, after the alarms of the last few years, in resuming their due place in the general economy. Finally, in several countries new ideas have sprung up for the organisation of modern society, and attempts are being made to establish the economic, the social, and even the political structure of the State on a new foundation.

This year, the statistical tables which accompany "*The I.L.O. Year-Book*" are so much more numerous and detailed than before that they have had to be published in a separate volume, entitled "*Labour Statistics.*"

Together, the two volumes provide a unique compendium of information of unquestionable value to all who in public services or private institutions, industrial organisations or elsewhere, wish to keep in touch with the latest social developments throughout the world.

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Monthly Summary of the
International Labour Organisation

1935. No. 11 NOVEMBER

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PREPARATORY TECHNICAL MARITIME MEETING

A Preparatory Technical Maritime Meeting attended by sixteen of the principal maritime countries opened in Geneva on 25 November.

These countries, which between them hold fifty million tons gross out of a total gross world tonnage of sixty-three and a half million, are: Great Britain, the United States, Japan, Norway, France, the Netherlands, Sweden, Greece, Spain, Denmark, Finland, Belgium, China, Yugoslavia, Portugal, and India.

The Meeting is tripartite in character, each of the States taking part in it having been invited to send a delegation comprising a representative of the Government, a representative of the employers' organisations, and a representative of the seamen's organisations, accompanied by technical advisers.

The Governing Body of the International Labour Office is represented by one delegate from each of the three groups: Mr. de Michelis for the Government Group, Mr. Oersted for the Employers' Group, and Mr. Jouhaux for the Workers' Group.

Three members of the Joint Maritime Commission, Messrs. Fimmen, Henson, and Yamonaka, are also attending the proceedings in an advisory capacity.

The Meeting unanimously elected as its President Mr. Paal Berg, Norwegian Government delegate, President of the Supreme Court of Norway and former Minister of Justice and Social Affairs, and as its Vice-Presidents Mr. Spaak, Belgian Minister of Transport (Government), Mr. Garrett (Employers, Great Britain) and Mr. Spence (Seamen, Great Britain).

This Meeting, which will continue into the first week of December and a full account of which will therefore be given in the next issue of the *Monthly Summary*, will discuss, in connection with the question of hours of work on board ship, that of manning. It will also deal with holidays with pay for seamen.

In connection with these problems, it will have to prepare proposals which will allow the next Maritime Session of the International Labour Conference, planned for the Autumn of 1936, to take definite decisions on these points, as well as on all other questions affecting maritime employment on which a first discussion was held at the Maritime Session of October, 1929.

This meeting is the result of an agreement reached between the representatives of shipowners and seamen in the Joint Maritime Commission of the International Labour Organisation.

THE REGULATION OF HOURS OF WORK ON BOARD SHIP

It is well known that the regulation of hours of work on board ship is in the forefront of seamen's demands.

Moreover, the movement in favour of a shorter working week for persons employed in industry and commerce on shore has made rapid progress during the last two or three years. The International Labour Conference itself has already adopted a general Draft Convention laying down the principle of a forty-hour week applied in such a manner that the workers' standard of living is not reduced in consequence, and is actively considering the adoption of separate Draft Conventions introducing detailed provisions as to the methods of applying this principle to specific classes of employment.

It has also been found that the postponement of a second international discussion of hours of work on board ship has not prevented a number of countries from proceeding with regulation of the question nationally, taking the eight-hour day very largely as a basis.

The documentation collected by the International Labour Office gives definite information on this point. A report drawn up in 1931, on the basis of the replies received from Governments consulted in accordance with the decisions of the preceding Maritime Session of the International Labour Conference, contained the replies of twenty-two States, including the following: Australia, Belgium, Canada, China, Denmark, Finland, France, Germany, India, Italy, Japan, the Netherlands, Norway, Spain, Sweden, and Yugoslavia. A reply from Great Britain was received soon afterwards. A new report for the present preparatory meeting gives later information concerning Argentina, Chile, Denmark, Spain, Sweden, the United States, and Yugoslavia.

In its conclusions on these replies, the International Labour Office notes that since 1931 " there has been a progressive tendency in a number of countries not only towards new legislation for regular hours of work on board ship, but also for the wider application of the principle of the eight-hour day as the normal standard of seamen's working hours."

Taking these different developments in recent years into account, the Preparatory Technical Meeting will have to seek a basis for the final decisions to be taken at the next Maritime Session of the International Labour Conference in 1936. It may be added that since the 1931 Report was published by the International Labour Office, important maritime countries have joined the International Labour Organisation and are now accordingly in a position to take their part in the discussions.

From the historical point of view, it is interesting to record that the decisions to be taken will constitute the outcome of a long series of inquiries, discussions and negotiations, patiently carried on for many years.

It was mainly for the purpose of defining how the principle of the eight-hour day, laid down for industrial employment by the Washington Convention of 1919, could be applied to work on board ship that the Genoa Conference was convened in 1920. The Draft Convention for an eight-hour day in the Mercantile Marine failed then by only one vote to obtain the necessary two-thirds majority. Nor should the persistence with which seafarers continue to urge their claims on the various organs of the International Labour Organisation be forgotten. But it was not until 1929 that the question again came before the International Labour Conference, which then, according to its usual procedure, drew up a questionnaire addressed to the Governments. On the basis of their replies the International Labour Office published in 1931 the Report mentioned above, which contains the draft proposals for international regulations to be examined at a second discussion. Owing to various circumstances this second discussion has not yet taken place, and has now been fixed for 1936. It is in order to prepare its work so as to enable it to take place under the best possible conditions that the Preparatory Technical Meeting has been called this year.

The Regulation of Manning in the Mercantile Marine

In connection with the problem of hours of work on board ship, the Preparatory Maritime Meeting is also discussing the question of manning.

The object is to provide, by suitable regulations, that ships of the mercantile marine shall carry a crew sufficient to ensure not only safety in navigation but also reasonable living conditions for seamen on board ship, particularly in regard to the distribution of working hours and rest.

Statutory provisions or administrative regulations on this subject are at present in force in many countries, and althought they differ in scope and in their attention to detail, they nevertheless constitute a substantial body of rules. Since the last Maritime Session of the Conference, for example, new regulations have been put into force in countries such as Denmark, Germany, Greece, Italy, the Netherlands, and Spain.

This movement is still in progress in certain countries, particularly in the United States, Great Britain and Sweden. In Sweden the Government has set on foot a thorough inquiry into the matter with a view to amending and developing the present regulations. Bills have been drafted on the subject and action upon them is apparently being held up solely in anticipation of the proposed international discussions. In the United States the question of the revision of the present regulations governing manning scales has recently been given prominence by a series of shipping disasters which occurred about a year ago. In Great Britain too, as a result of other disasters at sea, which took place last year, and which are or have been, the subject of judicial inquiries, the Board of Trade has referred the question of the amendment of the regulations which have been in force since 1909 to its Advisory Board on the mercantile marine.

In view of this development of the question in a considerable number of countries, it would seem that the present time is suitable for endeavouring to work out the basis of some international agreement, since it is obviously desirable that some degree of uniformity should be secured in the matter.

The International Labour Office has therefore had to consider how far it is possible to prepare the way for international action on the problem. In the Report which it has prepared for submission to the Preparatory Maritime Meeting it has emphasised the different aspects of this question of manning.

There is the technical aspect, as part of the general problem of the safety of life at sea and of determining the minimum requirements below which the lives of a crew at sea might in certain circumstances be endangered. But there is a social aspect as well, for any manning of a ship can hardly be considered satisfactory which in normal circumstances condemns an officer or seaman to habitual overwork, habitually deprives him of reasonable sleep and leisure, and thus undermines his health and his self-respect. The crew of a ship must not only constitute the irreducible minimum strictly necessary to meet serious emergencies ; it must also be large enough to ensure that the ship is kept in good order in normal times and that the seaman's daily life on board includes a fair proportion of work, leisure, and rest.

Even in the interests of safety, the seamen should be able to live in conditions affording him those reserves of strength and morale which he may be required to draw upon for exhausting and dangerous work necessitated at times when the ship and the lives of the persons on board are in peril. As a general proposition, it is certain that if proper attention is paid to the social aspects of the problem of manning, adequate provision for the purpose of safety will be achieved.

Manning may even be said to have an economic aspect. In these days when a reduction of hours of work is gradually spreading in industrial and commercial occupations on shore, recruitment for service at sea may well become difficult if, apart from any question of the safety of the lives of crews, ships are so manned that the normal working day on board continues to compare unfavourably with the conditions of employment on shore.

Taking these various suggestions into account, the International Labour Office suggests, on the quantitative side, one general basic principle covering both the social and safety aspects of the problem. This principle is that sea-going merchant ships should carry at least sufficient crew (officers and other ratings) in deck and engine-room departments to allow of their division into three watches. This means that the crew should include at least three deck officers, three engine-room officers, and sufficient men of other ratings on deck and in the engine and boiler-rooms to allow of the organisation of three watches for the officers and men in these departments.

As to the " qualitative " side of manning, it seems essential that the proposed regulations should be supplemented by some provisions with reference to the qualifications of the subordinate deck crew. There should be a fixed minimum proportion of A.B.'s or men having a specific length of sea service (36 months, for example) on deck. In emphasising this, the I.L.O. notes that the standards set on these points by some countries are very high, the proportion of A.B.'s (i.e., 36 months' sea service on deck or its equivalent) being in the United States 65 per cent. of the deck seamen, excluding apprentices, on ships of 100 tons gross or over; and in Australia varying from 66 per cent. for mechanically-propelled cargo vessels of 100–200 t.g. to about 82 per cent. for similar ships of 1,500 to 2,000 t.g.

Holidays with Pay in the Mercantile Marine

Besides the problems connected with hours of work on board ship and manning, the agenda of the Preparatory Maritime Meeting also includes the question of holidays with pay in the mercantile marine.

It may be remembered that an international agreement on the general question of holidays with pay is well on the way. In June last the International Labour Conference adopted, by large majorities, favourable preliminary decisions on this matter which will allow the 1936 Conference to take final decisions on definite regulations. Seamen, however, were not included, but were to be dealt with separately. The task of the Preparatory Technical Meeting is thus to prepare the way for decisions on these special regulations for seamen.

The preparatory Meeting has before it a report of the International Labour Office which strongly emphasises the necessity of holidays with pay for seamen. There are circumstances in the living and working conditions of seamen which make periodical leave as necessary for them as for other classes of workers. Seamen seldom have the benefit of the weekly rest, or the compensation for its loss, which has become traditional for the general body of workers ashore. Their employment not only keeps them away from their homes, often for long periods, but deprives them of that regular and beneficial relaxation which the worker ashore obtains from being able to get away from his work place and his work even on working days, for the greater part of the twenty-four hours.

Because of these special considerations schemes of annual leave with pay for seamen, applying to all or practically all the personnel in the national mercantile marine, have already been established on varying scales either by legislation or collective agreement in a large number of countries, including many of first-class maritime importance.

These schemes, many of which date back to the end of the war or earlier, are in themselves an argument in favour of endeavouring to generalise the system, with a view to equalising conditions in the matter in the interests both of employers and employees. Moreover, the existing schemes are an effective demonstration of the practical possibility of introducing paid annual leave for all categories of merchant seamen in trades of all kinds, while they also furnish a considerable body of experience for guidance in the framing of international regulations.

THE LABOUR CONFERENCE OF THE COUNTRIES OF AMERICA AT SANTIAGO DE CHILE

Mr. Harold Butler, the Director, and several of the officials of the International Labour Office have left Geneva for Santiago de Chile, where the Labour Conference of the countries of America will open in the Parliament Buildings of 2 January next.

It will be remembered that this Conference was decided upon by the Governing Body of the International Labour Organisation on the proposal of the Government of Chile, which undertook to be responsible for the major part of the expenses incurred.

This will be the first meeting of its kind since the foundation of the International Labour Organisation. It meets a wish frequently expressed, particularly by delegates from non-European countries, that within the universal structure of the Organisation, problems of special interest for certain regions of the world should be studied from the point of view of conditions obtaining in those regions.

All the countries of America which are Members of the International Labour Organisation have been invited to the Conference and the majority of them have already announced their participation, namely: Argentina, Bolivia, Brazil, Canada, Chile, Colombia, Cuba, the Dominican Republic, Ecuador, Haiti, Mexico, Paraguay, Peru, The United States, Uruguay, and Venezuela. Costa Rica, although not a Member of the Organisation, has stated that it will be represented by a delegation of observers.

The Governing Body of the International Labour Office will be represented by its President, Mr. Riddell (Canada) and two members from each of the three groups: Messrs. Leggett (Great Britain) and Ruiz Manent (Spain) for the Government Group; Messrs. Oersted (Denmark) and Curcin (Yugoslavia) for the Employers' Group; Messrs. Hayday (Great Britain) and Kuepers (Netherlands) for the Workers' Group.

The Conference will have a tripartite character, the delegations of the States Members being made up of two Government representatives, an employers' delegate and a workers' delegate, assisted by the necessary technical advisers.

The first point on the agenda is the examination of the situation in respect of the International Labour Conventions so far adopted, from the standpoint of their ratification and application, particular attention being paid to Conventions and Recommendations dealing with social insurance and the conditions of work of women and children.

The Conference will also discuss the following questions, submitted by various participating Governments as suitable to be dealt with later by the International Labour Conference :

Raising to sixteen the age of admission to employment (proposed by the United States of America) ;

Rationalisation of, and reduction of hours in, the textile industry (proposed by the United States of America) ;

Working class nutrition (proposed by Chile) ;

Technical organisation of labour inspection, its structure and function ; development of the provisions on this subject which appear in the Recommendations already adopted by the Conference (proposed by Chile).

Minimum wages, regarded particularly from the point of view of ensuring an adequate standard of living for individuals and their families (proposed by Chile).

Living and working conditions of agricultural workers (proposed by Chile).

The decisions reached by the Conference will be embodied in resolutions or reports addressed to the International Labour Organisation, which will take appropriate action upon them.

The languages of the Conference will be French and English, the official languages of the Organisation, with the addition of Spanish and Portuguese. The Santiago Conference is expected to last about two weeks.

THE MINIMUM AGE FOR THE ADMISSION OF CHILDREN TO EMPLOYMENT AT SEA

The Joint Maritime Commission, composed of representatives of shipowners' and seamen's organisations, met on 30 November at the International Labour Office, under the chairmanship of Mr. Riddell, Chairman of the Governing Body of the International Labour Office, to examine the possibility of revising the International Labour Convention of 1920, with a view to raising the minimum age fixed by this convention for the admission of children to employment at sea from fourteen to fifteen years.

This question arose as a result of the adoption by the 1935 Session of the International Labour Conference of a Recommendation on methods of combating unemployment among young people, proposing, among other measures, that the minimum school-leaving age and minimum age for admission to employment should be raised to at least fifteen years. This Recommendation was accompanied by a resolution requesting the Governing Body of the International Labour Office to consider the possibility of revising the Conventions concerning the minimum age for admission to employment in this respect.

The Joint Maritime Commission was agreed in holding that, should the Governing Body decide to place the revision of the Conventions concerning the minimum age for the admission of children to employment on the agenda of the International Labour Conference, the revision of the 1920 Convention concerning the minimum age for employment at sea should also be placed on the agenda of a special Maritime Session of the Conference.

In supporting this decision, the shipowners expressed no opinion on the merits of the proposal. They stipulated, however, that this reform should not be introduced for the mercantile marine before it was applied to industries on shore, whereas the seamen's representatives considered that the revision of the Convention dealing with the minimum age of admission to employment at sea should be carried out in any case.

INCREASE OF UNEMPLOYMENT AMONG PROFESSIONAL WORKERS

During the past two years unemployment among professional workers has continued to increase, and there is hardly a country or profession which has not been acutely affected.

Such is the general conclusion made by the International Labour Office in its most recent report on this question.

As the compilation of unemployment figures concerning such workers is a very difficult matter, owing to the lack of statistics, all that can be done is to fall back on a few enquiries carried out by different institutions.

In *Finland*, for example, towards the middle of 1934, the number of unemployed professional workers was estimated as 5,000.

In *Latvia*, an enquiry published at the end of 1933 by the Ministry of Social Welfare showed that 6,551 professional workers were out of employment.

In *Poland*, estimates made in March, 1935, by the Director of the Vocational Retraining Institute for Professional Workers showed that roughly 170,000, out of a total number of 570,000, professional workers in that country (including salaried employees) were without employment.

In *Switzerland*, at the beginning of 1935, the Federal Labour Office and the employment offices gave the number of technical workers (engineers, architects, chemists, etc.), registered with the employment offices as 6,000, while the number of non-registered unemployed was estimated to be 1,000 at least. This latter figure, probably much lower than the reality, brings the total number of unemployed up to 7,000 out of an approximate aggregate of 20,000 professional workers, over 30 per cent. of the total.

Apart from direct estimates of the number of unemployed, certain deductions based on a comparison of the number of University degrees granted and the requirements of the various countries allow some idea to be gained of the scarcity of employment possibilities for young persons leaving the higher educational establishments. It is estimated that between 1913 and 1932 the increase in the number of students, which varied in the different countries from 30 to 370 per cent., greatly exceeded the increase in the population. According to a report prepared early in 1935 by Mr. Kotschnig, on behalf of the International Students' Service, there was in *Rumania*, in 1913, one student per 1,467 inhabitants; in 1926 the ratio was one to 508. Similarly in

Greece, the ratio fell between 1913 and 1932 from 1,470 to 774 inhabitants per student; in *Hungary,* from 1,031 to 546 for one student; in the *Netherlands,* from 1,229 to 636; in *Sweden,* from 859 to 542; and in *Germany,* from 866 to 506. From 1915 to 1930 the number of inhabitants per student fell in the *United States* from 237 to 127. In *Lithuania,* where no pre-war figures exist, there was one student per 224 inhabitants in 1932.

In 1934 the review "Technik und Kultur" published a table showing the number of posts offered in *Germany* to engineers with university diplomas. Now, while this number was 7,307 on the eve of the depression in 1928, it fell to 2,508 in 1930 and to 1,776 in 1933, although the number of graduates continued to increase. It is considered that 10,000 university graduates are needed each year in Germany to fill vacant posts, but from 1925 to 1933 the average number of persons leaving the universities was 25,000 a year. From these figures it is easy to understand why the estimated number of unemployed university graduates in Germany was as high as 50,000 in 1933.

In the *United States of America,* while the number of doctors' posts falling vacant was close on 3,000 in 1932, the number of young doctors leaving the medical schools was about 5,000.

In *Italy,* the number of doctors rose by 119 per cent. between 1913 and 1933, during which time the population increased by only 17 per cent.

The medical profession is similarly overcrowded in *Germany,* where, in view of the length of the studies, the steps taken to restrict admission to the medical schools will take effect only in a few years' time. In that country, which requires from 1,800 to 2,000 new doctors every year, about 4,000–5,000 medical graduates will continue to come out of the universities annually until 1938. The position is the same in the dental profession, in which for some time to come about 1,000 young dentists will compete every year for the 250 possible appointments. As to pharmacists, the number of persons qualifying every year will be twice as great as the demand for the next few years.

To sum up, only here and there has some country in full development been immune from unemployment. In the *U.S.S.R.,* for example, measures are still being taken to increase the number of students prepared for the technical and medical professions. But in the majority of countries unemployment is rife among professional workers.

The report of the International Labour Office shows, moreover, that a certain amount of unemployment in a number of professions is due to the evolution of technical methods and customs, and that, even allowing for the present industrial depression, there is a certain fall in the demand for professional workers. Well known is the case of musicians who have been placed in a most precarious situation by the development of mechanical music, quite apart from the economic position. Other professions are affected in the same way. This explains why in *Poland,* for example, according to figures of the Vocational Retraining Institute for Professional Workers, there were already 63,000 unemployed professional workers in that country before the advent of the depression (as has been shown, their number subsequently increased to 170,000).

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Monthly Summary of the

International Labour Organisation

1935. No. 12 DECEMBER

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THE ACTIVITY OF THE INTERNATIONAL LABOUR OFFICE IN 1935

In 1919 the Constitution given to the International Labour organisation at its creation laid down as one of the principles that all industrial communities should endeavour to apply, "the adoption of the eight-hour day or the forty-eight-hour week."

In 1935 the General Conference of the International Labour Organisation voted a Convention affirming the principle of the forty-hour week without any lowering of the standard of living of the workers.

This simple comparison clearly shows the rapid development of the problem of the reduction of hours of work, regarded both as a means of alleviating unemployment and as a consequence of the steady march of technical progress. It also shows the important advance achieved during the past year by the Organisation in one of the vital spheres of its activity.

The forty-hour week is henceforth the goal of its efforts. Thus, after having realised the first application of this principle by the adoption of a Convention for a further branch of the glass-making industry, it is preparing similar draft Conventions to apply the reform internationally in public works, the building and construction industry, iron and steel, coal mines and the textile industries respectively.

At its 1936 Session, which opens on 4 June in Geneva, the International Labour Conference will decide on the application of the forty-hour week to these various industries. The questions of the reduction of hours of work in the printing and bookbinding industries and in the chemical industry have been held over for probable inclusion on the agenda of the 1937 Session of the Conference; moreover, the problem of the reduction of hours of work in the branches of the glass-making industry which are not covered by existing Conventions is also studied. Although exact figures are not available for all countries for the glass-making, printing and bookbinding, textile, mining, iron and steel, building and contracting and public works industries, yet it is evident that they already include several tens of millions of workers directly affected by the action of the International Labour Organisation in the field of the limitation of hours of work.

To the workers mentioned above must be added seamen who have for so long a time demanded equality of treatment with shore workers in this respect. As the result of an agreement reached in March between representatives of shipowners and seamen at a meeting of the Joint Maritime Commission in Paris, it has been possible to deal from a fresh standpoint with the question of hours of work on board ship, which had remained in suspense for five years. This time, joined to the problem of manning, it was discussed by the Preparatory Maritime Meeting which met at Geneva from 26th November to 6 December. At the close of its discussions, this Meeting stated, in a report which was unanimously adopted, that some of the opinions expressed by members belonging to all three groups —Government, shipowners, and seamen—appear to indicate that "there are to be found certain common elements which indicate that a basis of agreement on the question of hours of work and manning is beginning to emerge."

The same Meeting, in which sixteen of the chief maritime countries, together representing five-sixths of world shipping tonnage, took part, also reached results in regard to holidays with pay for seamen which will allow this question to be settled definitely, as well as the problem of hours of work and manning, and all other maritime questions held over since 1929, at a special Maritime Session to be held by the International Labour Conference during the autumn of 1936.

The question of holidays with pay will consequently be settled for seamen during the same year as for workers in industry and commerce, since for the latter the problem will be the subject of a final discussion in June next, after having successfully passed a first discussion at the 1935 Conference.

This 1935 Conference did very useful preparatory work in the field of the regulation of certain systems of recruiting of workers. It also finally adopted a Convention on the very technical and very complicated problem of the maintenance of the pension rights of workers moving from one country to another. By another Convention it laid down the general prohibition of the employment of women in underground work in mines; and it successfully revised the 1931 Covention on hours of work in coal mines, in order to facilitate its ratification.

In particular, this Conference adopted a very detailed Recommendation on the measures to be taken in connection with the unemployment of young persons, which is a particularly serious aspect of the world depression. It was the preparatory studies of the International Labour Office on this problem which revealed the wide extent of this evil, in showing that there were the alarming number of six or seven million young persons without employment in the world. The moving demonstration which, while this problem was being discussed, brought the delegates to the Conference in direct contact with the delegates of the young unemployed from many countries and of all political tendencies, showed how vital is the reality on which the work of the International Labour Organisation is based, and how much the masses look to it to remedy social evils.

The problem of the malnutrition of workers also came up at the 1935 Session of the International Labour Conference, and the Assembly of the League of Nations in its turn discussed this question in the following month of September. The resolutions adopted on both occasions form the basis of studies carried out in collaboration by the international institutions concerned, both on the necessity of assuring sufficient and proper nutrition for the workers, and on the possibility of relieving the depression by the increased consumption of agricultural products.

Finally, this year's Conference was noteworthy for an event of considerable importance which showed in a striking manner the universal interest which the work of the International Labour Organisation has aroused. This was the decision taken by the Governing Body on the generous proposal of the Government of Chile to hold a Labour Conference of the countries of America which are Members of the Organisation at Santiago de Chile from 2 January next.

The zeal of distant countries, and particularly of the countries of America, for international social legislation also continues to be shown by an increasing number of ratifications of International Labour Conventions. Of the forty-two ratifications registered during the year, twenty-eight were by extra-European countries, of which twenty were from the Continent of America. At 31 December, 1935, the total number of ratifications officially registered was 678, as compared with 636 on 1 January, 1935.

This year, for the first time, the United States of America and the Union of Soviet Socialist Republics, as well as Afghanistan and Ecuador, took part in the International Labour Conference as full Members. The United States and the U.S.S.R. have, moreover, taken their places on the Governing Body of the International Labour Office among the eight States Members of chief industrial importance. The drawing up of the list of these eight States—to each of which, it will be recalled, the Constitution gives the right to a Government seat—created delicate problems. The Governing Body settled them in a manner which will constantly assure the regular fulfilment of its appropriate functions. As the result of these decisions, after the withdrawal of Germany, the eight States Members of chief industrial importance are, in alphabetical order: Canada, France, Great Britain, India, Italy, Japan, the United States of America, and the U.S.S.R.

The total number of countries belonging to the International Labour Organisation is now 61.

Among the decisions of the Governing Body mention may be made of that which calls the attention of the International Labour Conference of 1936 to the problem of the safety of workers in the building industry, and those concerning the extension of international protection to categories of workers not yet covered, the question of the workers' spare time in connection with the reduction of hours of work, the continuation of the work of the International Management Institute, etc.

Other important results obtained are the application to the staff of the Indian railways of the 1919 Convention on Hours of Work, and the valuable technical assistance given by the International Labour Office in regulating the question of social insurance in the Saar.

Apart from the International Labour Conference, the Joint Maritime Commission and the Preparatory Maritime Meeting, the following other Committees also sat during 1935: the Advisory Committee on Salaried Employees, the Mixed Advisory Agricultural Committee, the Correspondence Committee on Accident Prevention, the Committee on Industrial Hygiene, the Advisory Committee on Professional Workers, the Committee of Statistical Experts, a Committee of Experts on Workers' Nutrition, the Committee of Experts responsible for examining the Annual Reports furnished by States Members on the application of international labour Conventions ratified by them, etc.

In pursuance of a suggestion made by the last-mentioned Committee in 1933, a regional conference of representatives of labour inspection services was held at The Hague in October, 1935, and attended by representatives of twelve Western European countries. The purpose of this meeting, the first of its kind, was to establish closer contact between the authorities specially responsible in each country for the enforcement of social legislation, both national and international. The results obtained were most valuable.

Lastly, the research side of the Office's activities was particularly extensive during 1935. Besides its regular publications and reports for the Conference and Governing Body, the Office published several documentary studies dealing in particular with "Social and Economic Reconstruction in the United States"; "A Public Works Policy"; "The Regulation of Hours of Work of Children and Young Persons"; "The Problems of Vocational Guidance"; "Industrial Relations"; "The Rural Exodus in Czechoslovakia"; the effects of opium on workers; the combined action of population changes, technical progress and economic development on unemployment; social insurance, etc.

THE PREPARATORY MARITIME MEETING *

The Preparatory Maritime Meeting, which opened on 25 November, closed on 6 December after successfully completing the task entrusted to it by the Governing Body of the International Labour Office.

The general impression left by this Meeting is described by one of the reports adopted in the following words:

"It would appear from a consideration of the summary of the discussion that that discussion has served an extremely useful purpose, and that in some of the views expressed by members of all three groups there are to be found certain common elements which indicate that a basis of agreement on the question of hours and manning is beginning to emerge."

On the basis of this report on the allied questions of hours of work on board ship and manning, together with that dealing with holidays with pay in the mercantile marine, the International Labour Office is now in a position to draft proposals which will enable final decisions to be taken at the special Maritime Session of the International Labour Conference to be held in autumn, 1936.

This was indeed the purpose of the Maritime Meeting, which was of a preparatory and technical character, and which had, moreover, a pronounced representative character, since sixteen of the chief maritime countries of the world took part in it, possessing among them some 50 million gross tons of shipping out of a total world tonnage of approximately 63½ million.

Hours of Work on Board Ship and Manning

The report on the question of hours of work on board ship, combined with that of manning, gives an objective summary of the discussion on this subject in a committee composed of all the members of the Meeting.

In regard to the general discussion, it notes that the Seamen's Group urged the need for international regulation of hours and manning on grounds of justice, humanity, safety, and international competition. The regulation of hours of work in shore industries had made great strides during the last sixteen years, both nationally and internationally. The forty-eight hour week, laid down by the Washington Convention in 1919, was to-day widespread in industry, including land transport, and was now already giving place to the forty-hour week. In these developments seamen had been entirely neglected. They had been waiting for fifteen years for some international regulation and they hoped that at last their opportunity had arrived. Their position as regards conditions of work had not improved in some countries; and in the desire for economy during the depression of the last few years, there had been a tendency to send vessels to sea manned by crews deficient both in quantity and quality, to the danger of the crews themselves and of the public in general. The claims to international regulation were based on humanitarian grounds and could not be met by decisions determined solely by immediate economic considerations.

The regulation of manning, which was a question of safety of life at sea, justice for the seamen, and a matter of public interest, was not entirely dependent on economic and financial considerations, which had always been urged in opposition to all social reform. If it were argued that the question of wages was bound up with the problem of hours and manning, the seamen's reply was that certain countries in which high standards of wages prevailed had nevertheless already gone ahead on their own in establishing equally high standards of hours and manning. In order to avoid international competition at the expense of the seamen, it was desirable that similar standards should be set up in other countries, and this could only be done by international regulation. The present, moreover, was an excellent opportunity for working out an international agreement, as it was likely that during the next few years a very considerable amount of new tonnage would be built, and it was desirable that this tonnage should contain provision for accommodation for larger crews. The representative of Indian seamen also urged that, as so many Indian seamen were employed on ships of foreign registry, their protection could only be ensured by international measures.

On the shipowners' side the British representative recalled that British shipowners were opposed to any international regulation of hours and manning independently of wages. The fundamental object of the International Labour Organisation was to diminish the international competition arising out of unfair conditions of labour. Any shortening of hours of work or any increase in manning might be offset nationally by reductions in wages; further, any increase in manning or overtime would simply increase the existing disparity in working costs between different countries—in other words, increase rather than decrease international competition, and so defeat the primary object of the Organisation. As, however, it was impracticable at present to regulate wages internationally, the only statesmanlike course was to leave hours and manning to be regulated nationally, by whatever method each country might consider best suited to its own conditions—viz., by legislation, or, as the British shipowners preferred, by collective agreement. This did not mean, however, that the British shipowners were against international labour Conventions on any subject. As a matter of fact, they had voted in favour of six of the eight existing maritime Conventions. As the British shipowners did not think that hours and manning without wages were a fit subject for international regulation, they would take no further active part in the discussions, except in regard to the economic aspects of any shortening of hours or increasing of manning.

Other shipowners referred to the advisability of adopting the method of collective agreements and pointed to the economic and financial difficulties in which the shipping industry had been carrying on during the last few years and which would make it difficult to introduce such reforms as the Seamen's Group demanded. No doubt there was disparity in working conditions between different countries, but the object of any international regulation should be rather to bring up the backward countries to the standard of the more advanced than to lay a still heavier burden on the more advanced. Other shipowners' representatives expressed their readiness

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* See the November issue of the *Monthly Summary*.

to negotiate on the problems before the Committee, but considered that the legislation, agreements and practice in their own countries represented the furthest extent to which they could go in international regulation. In any case hours of work at sea could not be regulated on the same lines as hours of work on shore (e.g., as regards the weekly rest), and the special conditions of the shipping industry must be taken into account. The French shipowners' representative intimated that he would co-operate in working out an international Convention on hours of work, which he considered was the only means of creating equality between the different countries.

Among the majority of the members of the Government group there appeared to be a feeling that it was time some international agreement was reached and that present circumstances were more suitable than in the past. The Spanish Government representative supported the Seamen's Group in their demand for such an agreement on grounds of safety and social considerations, and in order to equalise the conditions of competition between the maritime countries. He pointed out that most questions of safety at sea had already been regulated internationally and considered that hours of work and manning should now be dealt with in the same way.

The French Government representative emphasised that a limitation of hours of work on board ship and regulation of manning were also required in order to offset the unemployment among seamen caused by the technical transformations which were being made in the building and running of ships, e.g., the increasing use of oil at the expense of coal, the greater speed of modern ships, and the growing tendency to build bigger ships. Moreover, shipping could now be said to be slowly recovering from the economic crisis, and if shipowners could organise as they had done in various instances (e.g., the tanker pool) to improve the economic side of their business, it should not be beyond their power to organise internationally the conditions of employment of their employees.

The report then notes the opinions expressed on all the points to be considered in the examination of these problems of manning and hours of work on board ship.

It states that at the close of the discussion, the United States Government delegate recalled that both the United States shipowners' and seamen's delegates had supported the three-watch system without overtime. As the United States Government delegate, he declared that he had received official authorisation to support the three-watch system.

The Committee did not take any vote. It states in its report that the summary and full reports of the speeches delivered will suffice to enlighten both the International Labour Office and the Governments on the points under consideration.

It is possible to deduce from the summary and speeches the principal points which it would appear desirable that the International Labour Office should take into consideration in drafting proposals. These points are as follows:

(1) Number of officers and men to be carried on deck;

(2) Number of officers and men to be carried in the engine-room and stokehold;

(3) Number of catering staff;

(4) Number of wireless operators;

(5) Qualifications required for deck and engine-room subordinate staff;

(6) Limitation of number of boys, apprentices, etc.;

(7) Employment of members of the above staffs in a dual capacity;

(8) Number of watches for officers and wireless operators;

(9) Number of watches for deck hands;

(10) Number of watches for engine-room and stokehold;

(11) Number of working hours per day and/or week for deck officers, wireless operators and deck hands: (*a*) at sea, (*b*) in port, (*c*) on arrival and sailing days;

(12) Number of working hours per day and/or week for officers and other ratings in the engine-room and stokehold: (*a*) at sea, (*b*) in port, (*c*) on arrival and sailing days;

(13) Number of working hours per day and/or week for catering and clerical staff: (*a*) at sea, (*b*) in port, (*c*) on arrival and sailing days;

(14) Definition of hours of work;

(15) General conditions of work on board ship, such as working coal at sea, etc.;

(16) Employment of a doctor on ships over a certain tonnage and making voyages of over a certain duration;

(17) Weekly rest or compensation therefor;

(18) Prohibition of the employment of young persons at night;

(19) Concurrent provisions regarding wages, accommodation, food scales and other conditions of employment;

(20) Measures to be taken to secure observance of regulations concerning hours of work or manning scales;

(21) Joint Committees, national and/or international, to deal with any matters arising out of any international regulations on the foregoing;

(22) General and special exceptions.

Holidays with Pay for Seamen

The question of holidays with pay in the mercantile marine was also discussed by a special committee which dealt with all the points necessary for international regulations on the subject.

The shipowners' group made a declaration maintaining that the idea of holidays with pay was inconsistent with the fundamental condition of the seamen's contract of employment, which was for a voyage or for a fixed term. They also considered that it would be illogical for the question to be dealt with internationally so long as wages remained unregulated internationally. The whole problem of holidays with pay could be reduced to a question of wages. Moreover, the fact that holidays with pay existed in numerous countries did not mean that the shipowners of all those countries were in favour of an international Convention on the subject; they preferred that the matter should be dealt with by national collective agreements.

It was also maintained that the general introduction of holidays with pay would accentuate the existing disparity between the burdens borne by shipping companies in high-wage countries as compared with low-wage countries.

On the seamen's side it was maintained that the fact that holidays with pay were in force in some 75 per cent. of the European countries, for example, either for officers and seamen or for officers only, showed that the idea of international regulation of the problem was neither illogical nor impracticable. Moreover, the fact of the existence of high wages in certain countries had not prevented these countries from also introducing holidays with pay under satisfactory conditions.

It was also urged that on humanitarian grounds and for reasons of social justice the extension of this reform was long overdue. Besides, it was clear from the existing law and practice on holidays with pay for seamen that the special nature of the seamen's contract of employment was no obstacle to extending to seamen the benefit of holidays with pay.

The fact that there was no active expression of discontent among the seamen on this subject should not be taken to mean that it was not a matter of vital concern to them. The object of the International Labour Organisation was surely to prevent the conflicts which might break out nationally if the question were not regulated at Geneva.

The Danish, Japanese and Netherlands Government Delegates expressed themselves in favour of international regulations. They suggested, however, that certain exemptions or exceptions should be allowed for.

In the discussions summarised above the Committee proceeded on the basis that its work on holidays with pay for seamen would, as in the case of the question of hours of work and manning, constitute a first discussion of the problem. It consequently assumed that the discussion to be held at the special maritime session of the International Labour Conference in 1936 would be the second and final discussion.

The Committee also assumed that the results of its discussions and any observations made on those results by Governments would be used by the International Labour Office to prepare for the 1936 Conference a final report which may contain a draft for a Convention or a Recommendation.

THE QUESTION OF THE NUTRITION OF WORKERS

A Committee of Experts on the nutrition of workers met from 2 to 5 December, at the International Labour Office under the chairmanship of Mr. Bramsnaes, former chairman of the Governing Body of the International Labour Office, former Minister of Finance of Denmark, and at present Director of the National Bank of Denmark.

This Committee was made up as follows :—

Representatives of the Governing Body of the International Labour Office : Mr. S. Yoshisaka (Government, Japan) ; Mr. G. Olivetti (employer, Italy) ; Mr. C. C. Schurch (worker, Switzerland). Experts : Mr. E. P. Cathcart, Professor of Physiology at the University of Glasgow ; Mr. R. Durig, Professor at the Institute of Physiology of the University of Vienna ; Mr. M. Halbwachs, substitute Professor at the Sorbonne, Paris ; Mr. B. Jaeggi, President of the Supervisory Commission of the Swiss Co-operative Union at Basle ; Miss Faith Williams, Chief of the Cost of Living Department of the Bureau of Labor Statistics at Washington, United States.

It will be remembered that the International Labour Conference at its Nineteenth Session (Geneva, June, 1935) unanimously adopted a resolution dealing with the nutrition of workers, submitted by Sir Frederick Stewart, Government delegate of Australia, which read as follows :—

> " Seeing that nutrition, adequate both in quantity and quality, is essential to the health and well-being of the workers and their families ;
>
> " And seeing that in various countries evidence has been brought forward to show that large numbers of persons both in town and country are not sufficiently or suitably nourished ;
>
> " Seeing, moreover, that an increase in the consumption of agricultural foodstuffs would help to raise standards of life and relieve the existing depression in agriculture ;
>
> " The Conference welcomes the attention drawn by the Director in his report to the problem of nutrition and requests the Governing Body to instruct the Office to continue its investigation of the problem, particularly in its social aspects, in collaboration with the health and economic organisations of the League of Nations, the International Institute of Agriculture and other bodies capable of contributing to its solution, with a view to presenting a report on the subject to the 1936 session of the Conference."

Moreover, at its Sixteenth Ordinary Session in September last, the Assembly of the League of Nations adopted a resolution on the question of nutrition in connexion with public health, requesting the technical organisations of the League of Nations, in collaboration with the International Labour Office and the International Institute of Agriculture, to collect all useful information on the measures taken in different countries to secure improved conditions of nutrition.

The experts convened by the International Labour Office gave their views on the question before the meeting, with special reference to its social aspects. They discussed chapter by chapter the scheme prepared by the Office with a view to the drafting of a preliminary report for submission to the 1936 Session of the International Labour Conference.

LABOUR STATISTICS

The Committee of Statistical Experts of the International Labour Office held a meeting at Geneva from 16 to 17 December, during which two important questions were considered (*a*) the methods which should be employed in the compilation of statistics designed to indicate the relative levels of rents in different towns and countries; and (*b*) the possibility of including in the agenda of the 1937 Session of the International Labour Conference a draft Convention relating to labour statistics.

The following took part in the meeting: Messrs. HUBER (France), RAMSBOTTOM (Great Britain), MOLINARI (Italy), JAHN (Norway), and STZURM DE STZREM (Poland).

In welcoming the members of the Committee Mr. E. J. PHELAN, Acting Director of the International Labour Office during the absence of Mr. BUTLER in South America, recalled the fundamental role of statistics in the activity of the International Labour Office.

The Committee elected Mr. HUBER (France) as Chairman.

With regard to the first question, that of rents, the Committee recommended that in collecting statistics for use as a basis for comparison, information should be obtained which would allow the chief types of dwellings in each town to be classified both according to the general standard of their accommodation and also according to the number and size of the rooms, and that index numbers should be compiled showing the relative levels of rents, both per room and per square metre, for each of these types of dwellings in the various towns.

With regard to improving the comparability of labour statistics, the Committee of Experts recommended that the Governing Body of the International Labour Office should place the question of the adoption of an international Convention on the subject on the agenda of the 1937 Session of the International Labour Conference. The Committee considered that, as a first step, proposals for a draft Convention should be restricted to statistics of wages and hours of work.

The Committee made a number of suggestions as to the points which might advantageously be included in a Convention of this nature, and recommended that the preliminary draft prepared with a view to such a Convention should be referred for consideration to an international conference of labour statisticians before coming up for discussion at the International Labour Conference.

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THE LABOUR CONFERENCE OF THE AMERICAN STATES IN SANTIAGO

The Labour Conference of the American States which are Members of the International Labour Organisation, convened in virtue of a decision taken by the Governing Body of the International Labour Office, last June at the suggestion of the Government of Chile, met from 2 to 14 January, in the National Congress Building at Santiago de Chile.

The Conference was entirely successful.

Both by the active participation of almost all the American States and by the important results obtained in so short a time, the Santiago Conference has amply fulfilled the hopes to which its convocation gave rise. It has had the effect of greatly strengthening the bonds between the American States and the International Labour Organisation. It has been the means of providing most useful information on the position of the American States in regard to the problems already dealt with by the Organisation and in regard to those which they would like to see dealt with in the near future. Moreover, it gave the representatives of the Governments, employers and workers of the American countries attending the Conference an opportunity of learning more about the work of the International Labour Organisation.

The fact that it was possible to attain such results is largely due to the grasp of labour problems shown by the delegations and to the care with which the preparatory work for the Conference had been carried out. It was also undoubtedly due to the generous hospitality of the Chilean Government and to the able assistance rendered by the Chilean authorities, and more particularly the Ministry for Foreign Affairs and the Ministry of Labour, in organising the work of the Conference.

Of the 21 American States which are members of the International Labour Organisation, the following 19 sent delegations to the Conference: Argentina, Bolivia, Brazil, Canada, Chile, Columbia, Cuba, Dominican Republic, Ecuador, Guatemala, Haiti, Mexico, Nicaragua, Panama, Paraguay, Peru, United States of America, Uruguay, and Venezuela. Costa Rica, the only American State which does not belong to the International Labour Organisation, was represented by an observer.

The Governing Body of the International Labour Office was represented by its Chairman, Mr. Riddell, and two Members of each of the three groups, as follows: Government group: Mr. Leggett (Great Britain) and Mr. Ruiz Manent (Spain); Employers' group: Mr. Oersted (Denmark) and Mr. Ćurčin (Yugoslavia); Workers' Group: Mr. Hayday (Great Britain) and Mr. Kupers (Netherlands).

The Conference was opened on 2 January, in the presence of Mr. Arturo Alessandri, President of the Republic of Chile, who has always displayed a keen interest in social policy. Mr. Cruchaga Tocornal, Chilean Minister for Foreign Affairs, cordially welcomed the delegates in the name of his Government.

Mr. Alejandro Serani Burgos, Chilean Minister of Labour, was appointed President of the Conference. The Conference also elected the following vice-presidents: Mr. Bandeira de Mello (Brazil, Government); Mr. Roberto H. Barreira (Uruguay, employer); Mr. Rosendo Naula (Ecuador, worker). It appointed as its honorary President Mr. Arturo Alessandri, President of the Chilean Republic, and as honorary Vice-Presidents Mr. Riddell, Chairman of the Governing Body; Mr. Oersted, employers' member and Vice-Chairman of the Governing Body, and Mr. Hayday, workers' member of the Governing Body.

In deciding to convene the Santiago Conference, the Governing Body of the International Labour Office had purposely refrained from laying down a rigidly fixed agenda. It had placed on the agenda the consideration, from the point of view of ratification and application, of the International Labour Conventions so far adopted, with special reference to those relating to social insurance and the work of women and children. For the rest, however, as the principal object of the Conference was to give the countries participating the opportunity of discussing with each other and bringing to the notice of the International Labour Organisation their particular social problems, these countries were invited to suggest the questions which they thought might usefully be considered. The number of subjects proposed is in itself a proof of the interest aroused by the Conference. Their discussion led to the adoption of resolutions which, in accordance with the pre-arranged procedure, are referred to the International Labour Organisation for appropriate action.

Fourteen plenary sittings were held. A general discussion took place on the ratification and applica-of the Conventions by American States. The Conference set up three Committees ;

(*a*) A Selection Committee, which, in accordance with the practice followed at the International Labour Conference, fixed the order of the work of the Conference, and also made a preliminary examination of the very numerous resolutions submitted by members of the Conference ;

(*b*) A Committee on Social Insurance, which had as its Chairman Mr. Enrique Sandoval, Cuban Government delegate.

(*c*) A Committee on the Conditions of Work of Women and Children, under the chairmanship of Miss Frieda Miller, United States Government delegate.

After considering the reports submitted by the Committees on social insurance and on the conditions of work of women and children, the Conference adopted detailed resolutions on both these questions.

On the reports of the Selection Committee, the Conference adopted a series of resolutions which for the most part have the twofold object of drawing the attention of the countries of America to the Conventions and Recommendations which offer a solution of their problems and to the methods of ensuring their strict application, and, on the other hand, drawing the attention of the International Labour Organisation itself to the principal questions which are preoccupying these countries, or on which they have special views. By enlightening both sides as to the mutual services they can render each other, the Santiago Conference thus fulfilled its mission of paving the way for closer and more fruitful collaboration between the International Labour Organisation and the American countries.

The resolutions adopted relate to the following subjects ;

payment of cash wages ;
creation of ministries of labour in countries where they do not yet exist ;
representation of workers' organisations on social institutions ;
creations or development of central services for social statistics ;
urban and rural housing ;
agricultural co-operative societies ;
protection of native populations ;
study of the social and economic living and working conditions of certain native populations ;
vocational Training ;
living and working conditions of teachers ;
unemployment ;
regulation of the truck system ;
study of industrial relations in American universities ;
revision of the Convention and Recommendation concerning the weekly rest ;
public services for supervising the application of labour legislation ;
publication of the book " The Origins of the International Labour Organisation " in a cheap edition ;
minimum wage fixing ;
enquiry into conditions of employment in American agriculture ;
cost-of-living enquiries in American countries ;
enquiry into agricultural statistics ;
effective application of labour legislation ;
problems of the workers' nutrition and diet ;
relations between economic policy and labour legislation ;
monopolies ;
calendar reform.

The question of the methods of collaboration between the International Labour Organisation and the countries of America, was the subject of a special resolution. The Uruguayan Government delegation had proposed a resolution for the establishment of an American Labour Office, to collaborate with the International Labour Office in making a thorough and systematic study of problems in the American countries. As, however, the great majority of delegates considered that this method of indirect collaboration might constitute a danger to the universality of the Organisation, the Uruguayan resolution was withdrawn in favour of another which proposed measures falling strictly within the domain of direct collaboration between the International Labour Organisation and its members and was unanimonsly adopted by the Conference. The resolution recommends the calling of periodical conferences in the future on the lines of the Santiago Conference, an increase in the number of correspondence offices in America, an increase in the number of representatives of American States appointed to the technical committees of the International Labour Organisation and to the staff of the Office, and development of the studies and publications of the International Labour Organisation on American conditions and legislation, in the languages most widely used in America.

The principle embodied in this resolution of satisfying the legitimate demands of the American countries for the consideration of their special needs without detracting from the universality of the International Labour Organisation was stated in the clearest of terms by Mr. Cruchaga Tocornal, Chilean Minister of Foreign Affairs, in a speech delivered at a luncheon given for the delegates to the Conference.

The idea of the Conference, he said, had proved sound, thanks to the existence both in the American countries and in the International Labour Office, of an atmosphere favourable to the regional study of social problems. America had an open door for all men of good will coming from other continents with a desire to build up a better order of society. It was materially impossible to establish a legislation which would be absolutely uniform throughout the whole world ; but there were certain minimum standards of conditions of work which were capable of application under all systems of production, and these standards ought to be applied everwhere by the methods most appropriate to the different countries or regions. The Santiago Labour Conference, he continued, did not weaken the principle of universality but rather strengthened it. The results of a regional labour conferences would form a contribution of great value to the decisions of ensuing Sessions of the general Conference. The principle of universality was so inviolable that it was not possible to conceive of a number of labour offices constructed on similar patterns, but liable to overlap in their activities.

Mr. Harold Butler, Director of the International Labour Office, said that the words of the Chilean Minister of Foreign Affairs were of historic importance. The idea tentatively put forward not very long ago, of regional labour conferences within the universal framework of the International Labour Organisation, had now become a reality.

CONVOCATION OF THE TWENTIETH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE FOR 4 JUNE 1936, AT GENEVA

The International Labour Office has sent to the Governments of States Members, the official letter of convocation of the Twentieth Session of the International Labour Conference.

This will open at Geneva on 4 June next.
Its agenda includes the following questions :

I. The regulation of certain special systems of recruiting workers.

II. Holidays with pay.

III. Reduction of hours of work on public works undertaken or subsidised by Governments.

IV. Reduction of hours of work in the building and civil engineering industry.

V. Reduction of hours of work in iron and steel works.

VI. Reduction of hours of work in coal mines.

VII. Reduction of hours of work in the textile industry.

VIII. Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery.

It will be noticed that five of these eight questions are concerned with the problem of the "*forty-hour week*" on which last year a Convention of principle was adopted, and the application of which to different categories of employment is to be decided on by separate Conventions. One of these latter was adopted in 1935 for automatic glass-bottle works. In connection with *public works, building and civil engineering*, the *iron and steel industry*, and *coal mines*, a first discussion took place last year ; and the 1936 Conference will hold a second discussion with a view to taking final decisions this year.

With regard to the reduction of hours of work in all branches of the *textile industry* (*wool, cotton, silk, artificial silk, linen, jute, hemp*, etc.), the report on the subject placed before the Conference is such as will enable it either to confine itself at the 1936 Session to the first stage of the double-discussion procedure, or, if it so desires, to adopt a Draft Convention this year.

The question of the *regulation of certain special systems of recruiting workers*, which affects particularly the colonial countries, and the question of *holidays with pay for workers* passed the first discussion stage in 1935 ; they will be the subject of final decisions in June next.

On the other hand, the problem of the *safety of workers in the building industry* comes for the first time before the Conference in 1936, and the discussion on this question, according to the usual procedure, will lead to the preparation of a consultation of the Governments with a view to a final decision in 1937.

In addition to the questions officially placed on its agenda with a view to drawing up international regulations, the 1936 Conference will deal with reports of the I.L.O. on *collective agreements*, the *recruiting and placing of migrant workers* and on *opium and the workers.*

It will discuss a ten-yearly report on the application of the 1925 Convention on the *equality of treatment of foreign and national workers in connection with accident compensation*, as well as *annual reports furnished by the Governments as to the measures taken by the States Members to give effect to the Conventions to which they are parties.*

Finally the Conference will, as usual, examine the *Report of the Director of the International Labour Office* on the activity of the International Labour Organisation.

THE DEVELOPMENT OF COMPULSORY SOCIAL INSURANCE

According to information received by the International Labour Office, there are at present in the field of social insurance : 130 compulsory accident insurance or workmen's compensation schemes in 54 countries ; 45 compulsory sickness and maternity insurance schemes in 31 countries ; and 75 compulsory invalidity, old-age, and widows and orphans' insurance schemes in 30 countries.

Compulsory sickness and maternity insurance covers about 90 million, and compulsory invalidity, old-age and widows' and orphans' insurance over 100 million workers throughout the world. When the new United States legislation comes into operation (on 1 January 1937) the number of persons insured against old-age will be over 125 million.

The legislation on industrial accident insurance or workmen's compensation is much wider in scope, but it is impossible to give a general estimate of the number of workers covered.

The list of schemes mentioned above is by no means complete. For instance, it mentions only incidentally, for certain countries, the legislation on compulsory insurance for railway workers, although everywhere these workers are covered by special schemes. No mention is made of insurance legislation for the officials of the State, provinces, departments, or communes, who are also covered by special schemes in nearly every country.

If all the general and special schemes of compulsory insurance and workmen's compensation and the non-contributory pension schemes could be taken into account, it would be found that there are at present some 400 laws for the protection of the workers or their families against the risks of industrial accident, sickness, maternity, invalidity, old-age and death.

This information is taken from a general study on the whole question, entitled *The International Labour Organisation and Social Insurance,* in which the I.L.O. gives an account of the work done and the results obtained in the field of social insurance during the past fifteen years.

This study first surveys the historical evolution of national social insurance laws throughout the world, in order to illustrate the national developments on which the action of the International Labour Organisation has been based.

It gives an account of the conditions in which international regulations on social insurance have been drafted and the reasons leading the International Conference to adopt the particular solutions embodied in the Draft Conventions and Recommendations concerning workmen's compensation for industrial accidents, sickness insurance, and invalidity, old-age and widows' and orphans' insurance.

The study shows the growing place occupied by compulsory social insurance in the work being done in every country for the establishment of social security.

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THE SEVENTY-FOURTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Seventy-fourth Session in Geneva from 20–22 February under the chairmanship of Mr. W. A. Riddell (Canada).

Among the resolutions adopted was the final decision to place the question of the reduction of hours of work in the printing and bookbinding trades and in the chemical industry on the Agenda of the 1937 Session of the International Labour Conference.

This completes the calendar of dates for the discussion of the international regulation of hours of work in the near future.

It will be recalled that the action of the International Labour Organisation in this field is based on the general Convention adopted by the Conference on 22 June, 1935, by ratifying which States Members declare themselves in favour of the principle of the 40-hour week without lowering the workers' standard of living and undertake to apply this principle to the various classes of employment by separate Conventions laying down detailed provisions.

One such Convention, applying to glass bottle manufacture, was adopted at the same Session of the Conference, a Convention on similar lines for the sheet glass industry having been previously adopted in 1934.

At its 1936 Session, which will open at Geneva on 4 June, the Conference will discuss the application of the 40-hour week through the medium of similar Conventions for public works, building and engineering, the iron and steel industry, coal mines, and the textile industry.

In 1937 the same problem will be discussed in connection with the printing and bookbinding trades and the chemical industry.

Thus, under this system of the progressive application of the principle of the international 40-hour week, industry by industry, the measures adopted or in course of preparation already directly affect tens of millions of workers throughout the world.

The Governing Body also decided to bring before the 1937 Session of the International Labour Conference the important problem of the organisation of public works in connection with employment. The importance which this question has acquired in nearly all countries as a result of the economic depression and the persistence of unemployment is a matter of common knowledge. The International Labour Office has already published well-informed studies on the question, and it has been the subject of many and various experiments, an international discussion of which may enable particularly useful conclusions to be drawn.

By another very important decision the Governing Body resolved to open the procedure for revising the four Conventions adopted in 1919, 1920, 1921 and 1932 which lay down a minimum age of 14 for admission to employment in industry, at sea, in agriculture and in non-industrial employment respectively. It is proposed that the minimum age of admission to all these kinds of employment should be raised to 15 years, as expressly recommended by the International Labour Conference in the resolutions adopted with a view to promoting and guiding the campaign against unemployment amongst young persons.

In a different field and in connection with other aspects of the world depression, the Governing Body, at the suggestion of the representative of the United States Government, instructed the International Labour Office to undertake an enquiry into the relation between the volume of foreign trade, both imports and exports, on the one hand, and employment and wages on the other. The experience gained in this connection by the United States would seem to indicate very clearly that measure to re-establish freer international trade are followed by a reduction in unemployment and an increase in the workers' earnings. Statistical enquiries throwing light on questions of this kind would undoubtedly be of very considerable interest.

As regards the Labour Conference of the South American States held at Santiago-de-Chile in

January last, the Governing Body was unable to consider the results obtained in full, since both its own delegates and the officials of the I.L.O. who attended the Conference have only just returned to Geneva. Decisions on the action to be taken on the resolutions adopted have therefore been postponed until the April session. Nevertheless, the work of the Santiago Conference was very favourably commented upon at this Session of the Governing Body, and great emphasis was laid on the success of this first Regional Labour Conference.

* * *

A brief summary of the discussions of the Governing Body on all these separate questions is given below.

OBITUARY

At the opening of the First Sitting the Chairman paid tribute to the memories of three former members of the Governing Body who had recently died: Mr. Edv. Johanson, President of the Swedish Confederation of Trade Unions, and workers' member of the Governing Body since 1920: Dr. Feig, formerly German Government member of the Governing Body for several years; and Mr. Paul Kervyn de Meerendré, Deputy Secretary of the International Organisation of Industrial Employers, who for many years took part in the work of the Governing Body.

The three groups of the Governing Body associated themselves with this tribute to the memory of their former colleagues.

PETITION BY THE WORKERS' GROUP

Before the Governing Body opened the discussion on its agenda, Messrs. Jouhaux (France) and Küpers (Netherlands), in the name of the workers' group, asked if the Director of the I.L.O. would undertake an enquiry into the recent arrest of the Chilean workers' delegate to the recent Santiago Labour Conference, Mr. Solis.

The Director replied that, according to official information he had received, as the result of disorder arising out of several strikes, the Chilean Government had declared martial law, claiming that the disorders had a communistic origin. Mr. Solis had been arrested as a member of the central strike committee, and not because of his activity as a workers' delegate at the Santiago Labour Conference.

Messrs. Jouhaux and Küpers insisted that it was all too common for Governments to label as Communist such action by workers as did not meet with their approval.

The Director added that he would keep the Governing Body informed of any further information he received on the case of Mr. Solis.

At a subsequent sitting Mr. Harold Butler informed the Governing Body of the contents of a letter he had received from Mr. Garcia Oldini, Chilean Minister at Berne and Permanent Delegate to the League of Nations, with regard to the question raised by Messrs. Jouhaux and Küpers.

In this letter, Mr. Garcia Oldini protested against the raising of such a question before the Governing Body. He said that the Chilean Government could not admit that the members of the Governing Body had any authority to criticise the acts of a Government which refer to internal affairs and public order in the country.

The Government of Chile, in the exercise of its sovereign rights and in agreement with the terms of the Constitution, had decreed a state of siege as the result of a strike of revolutionary character and Communist tendency. The measures which had been applied during this state of siege had no connection with the activity of the workers' members of the Chilean Delegation at the recent International Labour Conference of Santiago. Furthermore, these measures, which affected the personal situation of certain nationals of the country, might be the subject of legal appeals by the persons concerned to the Chilean Courts in accordance with existing law. It was therefore not normal that members of international bodies, such as the Governing Body of the International Labour Office, should attempt to make those bodies intervene in questions which solely concerned the nationals and the authorities of a country in which national law provided the persons concerned with the necessary means of action and indicated the course they should follow. Action of this kind was calculated to distort the character of the institution in question and to make difficult, collaboration with bodies set up to render positive service to the progress of nations.

Mr. Jouhaux (Workers, France) was astonished at such a reply from the Chilean Minister at Berne—a reply which, moreover, had already appeared in the Press before being submitted to the Governing Body. He added that when he requested the Director to ask for information on the circumstances of Mr. Solis's arrest, he had no intention whatever of interfering in the internal affairs of Chile. The only question was whether there was a connection between the arrest of Mr. Solis and the statements he had made at the Santiago Conference. This was not the first time that the Workers' group of the Conference had made a similar request, but no one had ever clained that, in so doing, it exceeded its rights. The I.L.O. had the task of defending the very basis of all social progress—the freedom of association expressly laid down in the Charter of Organisation. Mr. Jouhaux added that the Workers' group reserved the right to take any action, outside the Governing Body, with full responsibility and in complete freedom, which it might deem opportune. He wished it made clear that the question at issue concerned the Chilean Government only, that it did not refer in any way to the other South American Governments, and that he did not mean it to apply to them to any degree whatsoever.

Mr. Küpers (Workers, Netherlands) spoke to the same effect. He held that Mr. Garcia Oldini's letter did not throw any fresh light on the position of Mr. Solis.

The Chairman then made the following statement: " I think that I ought to say that when the question was put to the Director with regard to the arrest, of Mr. Solis I did not consider that it represented any departure from previous practice. The Governing Body will recollect a recent occasion on which a similar question was raised with regard to the arrest of Mr. Largo Caballero, who was a member of the Governing Body at the time. In the case of Mr. Solis, it was suggested that his arrest might be connected with his recent participation in the Regional Labour Conference at Santiago. Seeing that the Chilean Government, through its permanent representative has formally stated that this was not the case, I consider that the question must be closed, as I am sure that neither the Governing Body as a whole nor any of its members desires to impugn the good faith of the Chilean Government. I am also sure that the Governing Body would greatly regret that any expressions which may have been used in the course of the speeches made should be regarded as being intended to give offence to the Chilean Government."

RESULTS OF THE PREPARATORY MARITIME MEETING

The Governing Body took note of the record of the Preparatory Technical Tripartite Meeting on maritime questions held at Geneva from 20 November to 6 December last. This meeting unanimously adopted a report and held that certain common elements existed which indicate that a basis of agreement on the question of hours and manning is beginning to emerge.

It was decided to communicate this report officially to Governments, with the record of the discussions at the Meeting; and the I.L.O. was authorised to prepare, on the basis of the observations of Governments, definite reports to submit to the Special Maritime Session of the International Labour Conference which is to be held in the Autumn of 1936.

THE 1937 SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body decided definitely to place the following questions on the Agenda of the 1937 Session of the International Labour Conference:

1. The organisation of public works in relation to unemployment;
2. The reduction of hours of work in the printing and bookbinding trades;
3. The reduction of hours of work in the chemical industry.

It will be remembered that the question of the reduction of hours of work, in fact the application of the 40-hour week—in public works, building and civil engineering, iron and steel, coal mines, and the textile industry—will be discussed at the 1936 Session of the International Labour Conference opening at Geneva of 4 June next.

MINIMUM AGE ADMISSION TO EMPLOYMENT

The Governing Body took up the question of the revision of the Conventions on the minimum age of admission of children to unemployment.

These Conventions, numbering four, were adopted in 1919, 1920, 1921 and 1932 and lay down a minimum age of 14 for admission to industry, employment at sea, agriculture and non-industrial employment respectively. It will be remembered that in 1935 the International labour Conference recommended that the minimum age should be raised from 14 to 15 years at least, in order to remedy the problem of juvenile unemployment, and that the existing Convention should be revised to that effect.

Mr. Mertens, (Worker, Belgium) asked that opportunity be taken when revising all these Conventions to co-ordinate them so as to obtain a general regulation of the age of admission to employment, applicable to all activities without exception. Owing to the urgency of the problem, he urged that it be dealt with in 1937.

Mr. Isador Lubin (Government, United States) was also in favour of this revision in 1937. He showed that in his country the employment of children had been prohibited below 16 years, and even 18 years in dangerous occupations, and that industry in the United States had become perfectly adjusted to this reform. The proof was that, even after the N.I.R.A. was declared unconstitutional, the employers had not employed children below the ages previously fixed. In the Government schools there were at present a million more pupils, who before the reform would have been employed in industry.

Mr. Jouhaux (Worker, France) held that the question of the age of admission to employment, allied to that of the raising of the school-leaving age, was one of those most prominently before the public at present, and was on the agenda of many Parliaments. This showed that it was to the interest of the International Labour Organisation to give a lead in the matter to the various countries.

Mr. Olivetti (Employer, Italy) stated that, from the point of view of remedying unemployment, the raising of the age of admission to employment would be of no practical use. It was only valuable from the standpoint of the occupational training of young persons. Logically, the problem of the age of admission should be studied together with this latter question, taking into account the different conditions in the various countries, as well as the economic consequences of the reform.

Mr. Oersted (Employer, Denmark) held that there were such great obstacles to a fusion of these four Conventions as to make it impossible to produce a common regulation for industry, employment at sea, agriculture, and non-industrial employment. He was in favour of the normal procedure of revising each of these separate Conventions, in accordance with the proposals made on this subject by the I.L.O. itself.

Mr. Forbes Watson (Employer, Great Britain) spoke to the same effect, insisting on the necessity of following the usual procedure.

Mr. Jouhaux (Worker, France) said that if it were not possible for legal reasons to amalgamate the four Conventions for revision purposes, it was nevertheless necessary to revise them all at the same time, so that the reform raising the minimum age from 14 to 15 years should be applicable at the same time to all categories of activity.

Finally it was decided to proceed to the revision of the four Conventions of 1919, 1920, 1921 and 1932 concerning the minimum age of admission to employment. In accordance with the usual procedure this decision will be communicated to the Governments, who will be asked for their observations on points subject to modification. After noting the replies of the Governments the Governing Body will decide as to the placing of the revision of these Conventions on the Agenda of a future Session of the Conference. The Committee on agricultural work will be consulted with regard to the 1921 Convention. The Joint Maritime Commission has already given its opinion on the 1920 Convention on employment at sea.

COMMERCIAL POLICY AND EMPLOYMENT

The Governing Body considered the decisions of the last Assembly of the League of Nations which concerned the International Labour Organisation.

With regard to the resolution adopted by that Assembly in favour of freer trade, Mr. Isador Lubin (Government, United States) proposed that the I.L.O. should undertake an enquiry into the effects of changes in the commercial policy of various countries on the employment and wages of the workers. He referred to the experience gained in this connection by the United States, and the measures taken there in order to re-establish freer trade. It was a proven fact to-day that the closing of frontiers by tariffs did not protect the workers against unemployment but had the reverse effect. If employment was to be encouraged tariff barriers must be lowered.

The Director of the I.L.O., followed by Mr. de Michelis and Mr. Jouhaux, emphasised the importance of the question raised by the representative of the United States Government, to which, moreover, Mr. Harriman (Employer, United States) had given his full support. They recalled all that the International Labour Organisation had already done in this connection, particularly in the preparation of and the discussions at the London Economic Conference.

The Governing Body authorised the Director of the I.L.O. to carry out the enquiry proposed by Mr. Lubin.

THE STATUS OF WOMEN WITH REGARD TO EQUAL RIGHTS TO WORK

The Governing Body discussed the resolution adopted by the last Assembly of the League of Nations on the status of women with regard to equal rights to work. It instructed the I.L.O. to prepare as soon as possible a study on the regulations concerning women's work, taking into account the question of restrictions on the employment of women in times of depression. It also asked the I.L.O. to go into the question of the economic situation of women as it appeared in the light of actual facts.

THE SANTIAGO CONFERENCE AND THE DIRECTOR'S VISIT TO AMERICA

The Governing Body will consider the results of the Labour Conference of the American States recently held at Santiago de Chile at its next Session, and will then decide on the action to be taken in pursuance of the resolutions adopted. The Director of the I.L.O., however, submitted a preliminary report to the Governing Body on the work of the Conference and on his trip to America.

During this trip Mr. Butler paid short visits to Brazil, Uruguay and Argentina. He met everywhere with the warmest welcome alike from Governments and from employers' and workers' organisations.

" No one who has visited these three countries," he said, " can fail to be impressed by the magnificent opportunities which they offer and the progressive spirit which inspires their economic development. During recent years immigration has slowed down, but there is now evidence, as was shown by the resolution proposed by the Argentine delegation at Santiago and supported by the Brazilian delegation, that the crisis is felt to have been sufficiently overcome to allow of fresh expansion being undertaken. The natural wealth of these countries and the energy of their inhabitants makes it certain that a great economic future lies before them."

Mr. Butler wished it known that the Chilean Government did everything possible to promote the success of the Conference at Santiago.

" It was indefatigable in its efforts to extend hospitality to the delegates and to assist the secretariat in its task It is, perhaps, not too much to say that the Conference marks a fresh turning point in the history of the Organisation, as it aroused immense interest throughout South America and may well prove to be the beginning of a new era of social progress.

" The special thanks of the Organisation are due to President Alessandri, to Mr. Cruchaga, Minister of Foreign Affairs, and to Mr. Serani, Minister of Labour, who presided over the Conference with great ability, for the initiative which they took in enabling the Conference to meet and for the unsparing efforts which they made to render it successful."

On his way home, the Director was the guest of the Cuban Government, which received him most cordially. Finally, during a short visit to the United States, he was able to appreciate the keenness with which that country participates in the work of the Organisation, as well as the systematic efforts which are being made by the Department of Labour, under Miss Perkins, to improve the standard of labour conditions and of enforcement of legislation throughout the 48 States. The Social Security Act is now coming into operation under the direction of a Board, of which Mr. John G. Winant is Chairman. It represents a vast experiment in unemployment insurance and old-age pensions on lines adapted to the constitutional and administrative tradition of the United States, affecting the lives of 25 million people.

Mr. Muniz (Government, Brazil) congratulated the Governing Body of the I.L.O. and the Chilean Government on the success of the Labour Conference at Santiago.

The Chairman then thanked the Chilean Government and all those who had contributed to that success, the happy results of which would grow from day to day in the relations between the International Labour Organisation and the countries of America.

Mr. Garcia Oldini, Permanent Representative of Chile to the League of Nations and the International Labour Office, expressed the satisfaction and thanks of the Chilean Government.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Governing Body considered certain questions of a legal or practical nature arising out of the examination of the annual reports submitted by Governments on the application of Conventions ratified by them. It had before it a number of suggestions for improving the working of the Committee of Experts and the Committee of the International Labour Conference responsible for examining these reports. A decision on these proposals will be taken at a later Session.

LABOUR INSPECTION

The Governing Body discussed the report of the first Regional Conference of Representatives of Labour Inspection Services held at The Hague on

14 to 17 October, 1935. This Conference, attended by 12 Western European countries, was, it will be remembered, an unqualified success.

Labour Statistics

The Governing Body decided to convene a Technical Conference on statistics of hours of work and wages for 1937.

Other Questions

The Governing Body also considered the question of its representation on various committees of experts set up in connection with the International Labour Office.

It discussed several reports on the activities of committees on accident prevention, industrial hygiene, professional workers, etc. On a report of its Standing Orders Committee, it took up various questions relating to the procedure of the International Labour Conference.

The next Session of the Governing Body will open at Geneva in the week commencing 20 April, 1936.

MINIMUM WAGE-FIXING MACHINERY

As the result of a decision of its Governing Body, the International Labour Office has sent to the Governments of States Members who have not yet ratified the 1928 Convention on Minimum Wage-Fixing Machinery the text of a Resolution adopted by the International Labour Conference at its 1935 Session on the proposal of Mr. Ramaswamy Mudaliar, workers' delegate of India.

The resolution was as follows :

> "Whereas in several countries, under the pretext of economic depression and under the guise of rationalisation and retrenchment, steps have been taken prejudicial to the interest of the working classes and calculated to lower their standard of living ;
>
> "And whereas, especially in those countries in which by reason of the prevalence of widespread illiteracy and lack of properly knit labour organisations, there has been an unnecessary and extensive wage cut and reduction in the number of workers ;
>
> "This Conference requests the Governing Body of the International Labour Office to consider the desirability of instructing the Office to correspond with the States Members and request them to constitute immediately a wage-fixing machinery in their respective countries (where it does not exist already) in pursuance of a Draft Convention adopted at the Eleventh Session of the International Labour Conference."

The Convention referred to, to which the I.L.O. draws the attention of the States which have not yet ratified, obliged ratifying States to create "machinery whereby minimum rates of wages can be fixed for workers employed in certain of the trades or parts of trades (and in particular in home-working trades) in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise and wages are exceptionally low."

This Convention has so far been ratified by eighteen countries, as follows : Australia, Bulgaria, Canada, Chile, China, Colombia, France, Germany, Great Britain, Hungary, the Irish Free State, Italy, Mexico, Nicaragua, Norway, Spain, Union of South Africa and Uruguay.

OPIUM AND THE WORKERS

A report which the International Labour Office has published on the extent and effects of opium-smoking among workers in the Far East emphasises the close connection between the opium habit and the conditions under which the workers concerned work and live.

> "There can be little doubt," states the I.L.O., "that the opium problem would lose much of its intensity, if the conditions of life of the workers affected were improved by such measures as the adjustment of hours of work to the normal physical possibilities of human labour, a medical organisation capable of ensuring adequate treatment of illness, the adjustment of wages to a level sufficient to allow a standard of living consistent with normal health and comfort, the establishment of facilities to labourers to be accompanied by their wives and families when the employment involves protracted absence from their homes, the settlement wherever possible of such labourers on land on which they would cultivate food supplies, and the provision of increased facilities for the utilisation of spare time."

Based on the report published by the League of Nations Commission of Enquiry into the control of opium-smoking in the Far East, as well as on the unpublished notes of evidence given before this Commission, the study of the I.L.O. was prepared in response to a resolution proposed by Mr. Léon Jouhaux, French Workers' Delegate, which was adopted by the International Labour Conference in 1932.

In scope the report embraces Burma, the Straits Settlements, the Federated Malay States and Brunei, Sarawak, British North Borneo, the Netherlands, Indies, Siam, Indo-China, Kwang-Chow-Wan, Hong Kong, Macao, Formosa, Kwantung Leased Territory, the South Manchuria Railway Zone, and the Philippine Islands. It should be noted that all these territories (with the exception of Siam and the regions in China) are colonial countries of Chinese immigration, and that China proper is not included in the study.

Analysing the evidence collected, the I.L.O. draws certain conclusions.

It finds that, in the countries covered by the enquiry, opium-smoking is most widespread among emigrant Chinese workers. Its hold on Chinese born in the country of settlement does not seem to be so strong as in the case of emigrants, but the habit has spread to a certain extent among workers of indigenous races in contact with the Chinese and who work under similar conditions.

There is no evidence at present as to the exploitation of the opium-smoking habit in the recruiting of workers, or in inducing them to accept inferior conditions of employment. But there are some indications of the possibility that addiction to opium-smoking may result in restricting the liberty of the worker to change his employment.

No evidence is available regarding the connection between opium-smoking and the amounts of advances of wages by employers or their agents or of loans by employers or their agents, overseers or money-lenders. But in view of the frequency of debt among the classes of workers concerned, it can hardly be doubted that the opium habit may increase indebtedness among opium-smokers who spend a big percentage of their income on opium.

Except in the case of workers who are able to keep the opium habit within reasonable bounds, the use of the drug tends to diminish earning capacity and efficiency. Opium-smoking enables workers in exhausting occupations temporarily to maintain their earning power and efficiency, but no evidence is available to show how long these effects are operative.

Opium-smoking causes physical deterioration and there is evidence that the death rate is higher among smokers than among non-smokers. Comparative statistics of sickness rates among smokers and non-smokers are not available, but the evidence seems to prove conclusively both that opium-smoking is a cause of sickness, and that the desire to alleviate the effects of some ailment is one of the principal causes of addiction.

The evidence collected shows that although opium-smoking influences living and working conditions, these conditions themselves have a much greater influence in encouraging the spread of the habit. The evil is most widespread among workers in the most arduous occupations. The exhaustion caused by heavy work, ill-health and poverty account for the great majority of the cases of opium-smoking among workers. Removal from the normal social environment, separation from families, employment in isolated places and lack of other recreations are important contributory causes of addiction. In its turn, however, addiction to opium-smoking has very serious social and economic effects, and is a factor in retarding social and economic progress in the territories concerned.

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1936. No. 3 MARCH

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THE WORLD UNEMPLOYMENT SITUATION

For almost three years, the quarterly statistics of the International Labour Office have shown a regular decrease in unemployment in the majority of countries for which information is available. The figures for the end of March, 1936 (and which, according to the countries, are for the various months from November to March), show that this improvement continues, though in most cases it is slight.

In comparison with the position at the corresponding date last year, the number of registered unemployed has decreased in *Australia, Belgium, Canada, Chile, Denmark, Estonia, Finland, France, Germany, Great Britain, Japan, New Zealand, Norway, Poland, Sweden,* and the *United States.* Moreover, in *Luxemburg* and *South Africa,* for which unemployment statistics are not available, the index of employment has risen, and therefore shows a favourable trend.

It is to be noted that *France* and *New Zealand* were included in previous quarterly statistics of the International Labour Office among the countries in which unemployment had increased as compared with figures for the preceding year; this time, they show a decrease.

On the other hand, an increase is recorded in *Denmark,* the *Irish Free State, Rumania* and *Switzerland.*

In certain countries—*Austria, Bulgaria, Czechoslovakia, Hungary, Latvia,* the *Netherlands* and *Yugoslavia*—there are different series of figures which render it difficult to determine whether unemployment has increased or decreased.

Once more attention must be drawn to the fact that the statistics collected only permit of comparing trends. They do not afford any comparison between levels of unemployment or employment in several countries. The methods applied in compiling these statistics differ from one country to another, and in some cases the figures are so far from actual facts that they can only be treated as roughly significant, and not as accurate measurements.

These points should be borne in mind when considering the following figures which have been obtained from various sources: unemployment insurance, trade union returns, employment exchanges, etc.

STATISTICS BASED ON UNEMPLOYMENT INSURANCE SCHEMES

Austria: 321,529 unemployed (28·4%) in March, 1936, as against 334,658 (30·5%) in March, 1935, and 242,759 (21·4%) in December, 1935.

Belgium: 162,166 wholly unemployed (17·9%) in January, 1936, as against 212,713 (22·2%) in January, 1935, and 130,981 (14·5%) in November, 1935.

Czechoslovakia: 267,471 unemployed (17·2%) in February, 1936, as against 303,253 (21·0%) in February, 1935, and 192,429 (12·8%) in November, 1935.

Denmark: 120,147 unemployed (30·5%) in March, 1936, as against 107,011 (28·3%) in March, 1935, and 84,907 (21·7%) in December, 1935.

Great Britain and Northern Ireland: 2,016,578 unemployed (wholly unemployed and "temporarily stopped") (15·4%) in March, 1936, as against 2,272,107 (17·5%) in March, 1935, and 1,905,675 (14·6%) in December, 1935.

Netherlands: 184,812 unemployed (40·0%) in March, 1936, as against 195,951 (40·5%) in March, 1935, and 173,262 (36·6%) in December, 1935.

Switzerland: 118,530 unemployed (wholly unemployed and "temporarily stopped") (23·7%) in January, 1936, as against 93,800 (20·1%) in January, 1935, and 72,430 (14·6%) in October, 1935.

RETURNS FROM TRADE UNIONS

Australia: 59,992 unemployed (13·7%) in December, 1935, as against 80,097 (18·8%) in December, 1934, and 69,575 (15·9%) in September, 1935.

Canada: 24,860 unemployed (14·8%) in February, 1936, as against 29,284 (18·1%) in February, 1935, and 22,585 (13·3%) in November, 1935.

Norway: 16,752 unemployed (26·0%) in January, 1936, as against 17,792 (32·8%) in January, 1935, and 12,099 (19·8%) in October, 1935.

Sweden : 93,708 unemployed (18·8%) in February, 1936, as against 112,404 (22·5%) in February, 1935, and 71,652 (14·0%) in November, 1935.

United States : 16·7% on 15 February, 1936, as against 20·0% on 15 February, 1935.

Statistics of Unemployment Exchanges and other Estimates

Austria : 414,649 unemployed in February, 1936, as against 424,487 in February, 1935, and 301,790 in November, 1935.

Bulgaria : 49,498 unemployed on 1 February, 1936, as against 35,597 on 1 February, 1935, and 35,440 in November, 1935.

Chile : 8,173 unemployed in January, 1936, as against 18,211 in January, 1935, and 8,288 in November, 1935.

Czechoslovakia : 860,392 unemployed in March, 1936, as against 833,194 in March, 1935, and 678,870 in December, 1935.

Denmark : 139,716 unemployed in March, 1936, as against 129,892 in March, 1935, and 100,077 in December, 1935.

Danzig : 20,959 unemployed in March, 1936, as against 21,077 in March, 1935, and 19,213 in December, 1935.

Estonia : 2,101 unemployed in March, 1936, as against 3,721 in March, 1935, and 1,717 in December, 1935.

Finland : 20,591 unemployed in March, 1936, as against 22,590 in March, 1935, and 14,841 in December, 1935.

France : 528,624 unemployed in March, 1936, as against 544,567 in March, 1935, and 453,838 in December, 1935.

Great Britain : 2,025,021 unemployed in March, 1936, as against 2,285,463 in March, 1935, and 1,918,562 in December, 1935.

Germany : Applicants for work, including persons in casual work, on public relief works, etc., but excluding persons in labour camps : 2,863,109 in March, 1936, as against 3,250,464 in March, 1935. Unemployed, excluding persons in casual work, on public relief works, in labour camps, etc. : 2,514,894 in March, 1936, as against 2,764,152 in March, 1935.

Hungary : 57,916 unemployed in February, 1936, as against 54,368 in February, 1935, and 52,331 in November, 1935.

Irish Free State : 141,858 unemployed in March 1936, as against 141,626 in March, 1935, and 129,403 in December, 1935.

Japan : 346,168 unemployed on 1 November, 1935, as against 360,104 on 1 November, 1934, and 349,880 on 1 August, 1935.

Latvia : 8,392 unemployed in March, 1936, as against 8,078 in March, 1935, and 6,347 in December, 1935.

Netherlands : 475,890 unemployed in February, 1936, as against 432,392 in February, 1935, and 381,936 in November, 1935.

New Zealand : 35,653 unemployed in January, 1936, as against 36,357 in January, 1935, and 39,681 in November, 1935.

Norway : 40,263 unemployed on 15 February, 1936, as against 41,653 on 15 February, 1935, and 39,270 on 15 November, 1935.

Poland : 472,004 unemployed in February, 1936, as against 498,806 in February, 1935, and 263,211 in November, 1935.

Rumania : 17,040 unemployed on 1 January, 1936, as against 16,523 on 1 January, 1935, and 8,667 in November, 1935.

Spain : 748,810 unemployed (wholly unemployed and " temporarily stopped ") in February, 1936, as against 753,955 in February, 1935, and 780,242 in November, 1935.

Sweden : 61,400 unemployed in February, 1936 as against 93,419 in February, 1935, and 47,045 in November, 1935.

Switzerland : 119,795 unemployed in March, 1936, as against 102,910 in March, 1935, and 95,740 in December, 1935.

United States : 12,626,000 unemployed in February, 1936, as against 13,058,000 in February, 1935.

Yugoslavia : 27,624 unemployed in February, 1936, as against 27,218 in February, 1935, and 11,917 in December, 1935.

Persons recorded as in Employment

(*Indices : Base,* 1929=100)

Belgium : 81·3 in January, 1936, as against 74·9 in January, 1935.

Bulgaria : 83·3 on 1 February, 1936, as against 66·4 on 1 February, 1935.

Canada : 82·6 on 1 February, 1936, as against 79·4 on 1 February, 1935.

Czechoslovakia : 69·2 in January, 1936, as against 64·9 in January, 1935.

Estonia : 114·4 on 1 February, 1936, as against 96·7 on 1 February, 1935.

France : (base : corresponding month of 1930=100) : 72·6 on 1 February, 1936, as against 72·2 on 1 February, 1935.

Great Britain : 102·6 in March, 1935, as against 98·8 in March, 1935.

Hungary : 88·8 in January, 1936, as against 83·1 in January, 1935.

Japan : 111·0 in December, 1935, as against 104·2 in December, 1934.

Latvia : 101·1 in February, 1936, as against 95·8 in February, 1935.

Luxemburg : 67·3 on 1 March, 1936, as against 65·2 on 1 March, 1935.

Netherlands : 67·6 in January, 1936, as against 70·7 in January, 1935.

Poland : 67·4 in February, 1936, as against 63·4 in February, 1935.

South Africa : 118·7 in January, 1936, as against 107·0 in January, 1935.

Sweden (base, 1926–1930 = 100) : 104·4 in January, 1936, as against 98·8 in January, 1935.

Switzerland : 68·7 in January, 1936, as against 71·6 in January, 1935.

Yugoslavia : 94·5 in January, 1936, as against 90·5 in January, 1935.

STRIKING EFFECT OF THE DEPRESSION ON MIGRATION MOVEMENTS

The metamorphosis of international migration, due to the economic depression and to the measures taken by many States to prevent the influx of foreign workers, has been one of the most impressive social phenomena of the last decade. This fact is brought out with exceptional clarity in a report recently published by the International Labour Office, and entitled " The Migration of Workers." It will be submitted to the International Labour Conference for discussion in June, 1936.

The totals given in this report show that, although migration maintained a fairly high level until 1929 and in some countries until 1930, with the coming of the depression it first diminished and then reversed its direction, so that the number of migrants returning to their countries of origin became larger than the number going out to new countries. Such a reversal of the stream of migration is not without precedent, but never in history has it been so universal or lasted for so long a period.

Continental migration—that is, migration between countries of the same continent—may be taken first.

The principal European country of immigration is France, the number of immigrants from other European countries in recent years having been as follows: 64,000 in 1927; 98,000 in 1928; 179,000 in 1929; 222,000 in 1930; 102,000 in 1931; 69,000 in 1932; 75,000 in 1933; 72,000 in 1934. During the same period, the number of returning migrants repatriated under the supervision of the competent authorities was: 90,000 in 1927; 54,000 in 1928; 39,000 in 1929; 44,000 in 1930; 93,000 in 1931; 109,000 in 1932; 49,000 in 1933; 40,000 in 1934. Moreover, official investigations have shown that the number of registered departures represents about one-third of all departures, and the total number of foreign migrant workers who left France between the beginning of 1931 and the middle of 1932 has been estimated at 450,000.

The principal European emigration countries are Italy and Poland. The number of continental emigrants from Italy during the period 1928–1934 was: 79,000 in 1928; 88,000 in 1929; 221,000 in 1930; 125,000 in 1931; 59,000 in 1932; 61,000 in 1933; 42,000 in 1934. In the same years, returning migrants numbered 49,000, 72,000, 82,000, 64,000, 39,000, 40,000, and 29,000 respectively.

Continental emigration from Poland has fluctuated as follows: 89,000 in 1927; 122,000 in 1928; 178,000 in 1929; 172,000 in 1930; 64,000 in 1931; 12,000 in 1932; 18,000 in 1933; 22,000 in 1934. In 1931, 1932 and 1934 the number of returning migrants exceeded that of emigrants.

In North America the number of persons immigrating into the United States from Canada, Newfoundland and Mexico has fallen sharply, from 147,000 in 1927 to 119,000 in 1928, 95,000 in 1929, 49,000 in 1930, 12,000 in 1931, 9,000 in 1932, 8,000 in 1933.

As regards *inter-continental* migration, it is found that the number of immigrants to the United States from oversea countries, which stood between 170,000 and 177,000 in 1927–1929, fell sharply during the succeeding years and was only 15,000 in 1933. In the same period, immigration into Canada from oversea countries fell from 137,000 to 5,900.

A comparison of arrivals and departures shows that in the United States there was a net immigration of 108,000 in 1927 and 132,000 in 1929, whereas in 1931, 1932, and 1933 there was a net emigration amounting to 24,000, 47,000, and 25,000 respectively.

The number of persons who entered Argentina in 1927 was 162,000; the figure was 129,000 in 1928 and 140,000 in 1929, but had fallen to 26,000 by 1934.

In Brazil the process has been similar: 98,000 arrivals in 1927, 78,000 in 1928, 96,000 in 1929, and 22,000 in 1932, with a rise to 46,000 in 1933 and 1934.

In Australia the stream of immigrants started to diminish in volume at an earlier date than in other immigration countries, owing no doubt to the fact that the economic depression made its appearance there sooner than elsewhere. From 1927, when there were 67,000 immigrants, until 1931, when there were only 9,400, there was a steady decline, but from 1932 onwards there was a slow increase, the number reaching 11,800 in 1934.

If the movement is viewed from the emigration country's point of view, it is found that the principal contributors to oversea emigration are Great Britain and Northern Ireland. Apart from a temporary recovery in 1929, the number of emigrants from those countries has decreased steadily (from 154,000 in 1927 to 26,000 in 1933), though there was a slight recovery to 29,000 in 1934. Emigration from the Irish Free State experienced an even steeper decline. Having amounted to 27,000 in 1927, it fell to only 800 in 1932, but then recovered very slightly (1,000 in 1934). The number of returning migrants exceeded that of emigrants in 1931, 1932, 1933 and 1934.

In Poland the number of oversea emigrants fell from 65,000 in 1929 to 9,700 in 1932, after which it rose to 21,000 in 1934. In Italy there was a similar fall, from 71,000 in 1928 to 22,000 in 1933, and a similar recovery to 26,000 in 1934; as a result of repatriation, there was an immigration balance in 1931, 1932 and 1933. In Spain the number of oversea immigrants fell from 63,000 in 1929 to 7,000 in 1933, while the number of repatriated migrants increased; there was consequently an immigration balance in 1931, 1932 and 1933.

* * *

In the International Labour Office's view, some of the changes which have occurred in the nature and volume of migration are probably more or less permanent, whereas other new phenomena are temporary and will pass with the economic depression which caused them. By 1932 the return movement of migrants to their countries of origin already showed signs of diminishing, and, as the depression slowly lifted, the number of outward-bound migrants began to increase; though it is true that the process is sporadic and that no well-defined tendency can yet be perceived.

Moreover, in many countries an intellectual evolution has been taking place as regards the severer restrictions placed on the entry of foreigners, and it may well be imagined that economic recovery will lead to a modification of the measures adopted during the depression to limit the admission of workers from abroad. The period of restriction should be succeeded by one of co-operation between those countries which again need foreign workers to develop their resources and those which have a surplus of labour available.

These are the circumstances which bring the Office's report into the forefront of attention. After reviewing the statistics of labour migration from country to country, the Office examines the methods adopted to recruit, transport, place, and repatriate migrant workers. Next it considers the problem of equality of treatment between these and national workers, reviews the conditions of migrants' life and labour, and notes the institutions set up to protect them. The report thus provides a groundwork of general information for future efforts to arrive, by means of international collaboration, at a better method of regulating the movement of labour from one country to another. It should not be forgotten that a return to rational exchanges in the field of population, as well as in economic and financial matters, is an essential condition for the establishment of world peace and prosperity.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS IN THE FRENCH POSSESSIONS IN INDIA

A workers' organisation in India recently sent a representation to the International Labour Office to the effect that certain International Labour Conventions ratified by France were not applied in French India.

According to the usual procedure, the Governing Body of the Office set up a committee of three members—one Government, one employers', and one workers' representative—to examine the matter and report.

This committee found that the representation was indisputably receivable as regards form, for any occupational association of workers or employers has the constitutional right to make a representation to the International Labour Office if it feels that a State is not satisfactorily applying a Convention ratified by it.

As regards substance, the committee referred to the relevant article of the Constitution of the International Labour Organisation; this requires States to apply Conventions which they have ratified to their colonies, protectorates or possessions which are not fully self-governing, provided, first, that the Conventions are not rendered inapplicable by local conditions, and secondly that such modifications as may be necessary to meet these conditions can be introduced. Every State Member is requested to notify the Office of the action taken in respect of each such colony, protectorate or possession.

In submitting the prescribed annual report on each Convention ratified by it, the French Government has given the Office a list of those of its colonies, protectorates and possessions in which the Convention is applied in the conditions laid down by the Constitution of the International Labour Organisation, and a list of those in which it is not yet so applied. The French possessions in India have hitherto figured in the latter group.

In these circumstances, the committee, having no reason to suppose that the French Government has not carried out its examination of local conditions in complete good faith, found that it could not be maintained that France had failed to fulfil her obligations. The representation concerning the French possessions in India was therefore held not receivable as regards substance.

The committee further noted with great satisfaction a statement made by the representative of the French Government to the following effect: every year, when preparing the annual reports on the application of Conventions, his Government examined the possibility of applying the Conventions ratified by France to those of her colonies, protectorates and possessions which were not fully self-governing; and as soon as it was found possible, the Government would certainly apply the Conventions ratified by France to the French possessions in India, with the reservations authorised by the Constitution of the International Labour Organisation.

The report of the committee on the question was adopted by the Governing Body of the International Labour Office.

THE THIRD WORLD POWER CONFERENCE

The Consul of the United States at Geneva, Mr. Prentiss Gilbert, acting on behalf of the President and Government of the United States, has sent the International Labour Office an official invitation to participate in and to send delegates to the Third World Power Conference and the Second Congress of the International Commission on Large Dams, which will be held concurrently in Washington from 7 to 12 September, 1936. The Office has accepted the invitation.

The Governments of all countries of the world are invited to these meetings, the importance of which may be judged from their agenda; these include a study of recent developments in the production and utilisation of power, and the social as well as the economic and technical results. The World Power Conference meets every six years; the two previous meetings were held in London (1924) and Berlin (1930).

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THE SEVENTY-FIFTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Seventy-fifth Session at Geneva from 23 to 25 April under the chairmanship of Mr. W. A. Riddell (Canada).

The session was distinguished by an interesting discussion on the results of the Labour Conference of the American States which took place at Santiago de Chile in January last. All the members of the Governing Body who took part in the discussion paid tribute to the valuable collaboration furnished by the Chilean Government; they emphasised the success of this first regional Conference and expressed the hope that it would not be the last. The Governing Body, without further delay, took the appropriate action called for by the resolutions of the Conference.

Among other questions considered was that of workers' spare time. The general tendency towards a reduction of hours of work and the lack of employment which leaves so many persons without an occupation have made this problem one of particular urgency. In many countries schemes have been set on foot to help the workers to make good use of their spare time, but unfortunately most of these activities are of an isolated and haphazard character and lack co-ordination. For this reason the Governing Body decided to set up a new Correspondence Committee, to try to establish an exchange of information and some degree of co-ordination between the organisations already in being in this field.

The Governing Body also considered a proposal, submitted by Mr. de Michelis, that a study should be made of the steps to be taken with a view to the international regulation of conditions of employment in the road motor transport industry. This proposal is of direct interest to a class of workers which is growing larger from day to day. Road motor transport is gaining a more and more important place in the economic life of most countries, and is employing a steadily increasing number of workers. As this occupational category is of comparatively recent origin, many of the earlier measures of labour protection do not specifically apply to it; and under the stress of their acute competition with the railway companies the road transport undertakings may be tempted to lower the standard of the conditions of employment of their workers in order to reduce their running expenses. As an illustration, Mr. Jouhaux mentioned that whereas one man may have to drive a heavy lorry from Paris to Marseilles without any relief, the same journey by rail is entrusted to three engine-drivers in rotation. Although some progress has already been made, since in 1933 alone some 15 countries (leaving out of account some of the States in the United States) adopted or completed the statutory provisions regulating the hours of work and rest periods of road transport workers, much still remains to be done before this class of workers can be assured of the same protection as is enjoyed by railway workers. The question has a definitely international aspect, since many motor transport services employ their workers in the territory of more than one country. Moreover, it has a close connection with the question of road safety, also a matter of international concern, for experience has shown that a driver who is worn out by too long a spell at the wheel becomes a real menace to all other road users.

A wide field of action lies open to the International Labour Office in this sphere, for after considering the question, the Governing Body instructed it to make a comprehensive study of conditions of employment in the road transport industry, with a view to preparing international regulations for the protection of the workers concerned.

The Governing Body further resolved to set up a permanent Agricultural Committee to establish closer relations between the International Labour Office and the world of agriculture.

Its attention was drawn by Mr. Jouhaux to the situation of the independent trade unions of the

Free City of Danzig, which are prevented from carrying on their activities.

A report by the Director of the International Labour Office was considered, which showed that the year 1935 was, on the whole, one of continued general economic improvement, but that the economic picture was far from uniform over the whole world, a considerable section of world economy being still seriously affected by the depression.

Lastly, at this session the Governing Body also adopted the budget estimates for the Organisation in 1937 with the unanimous votes of the Government and workers' delegates, the employers' group abstaining.

* * *

A brief summary of the proceedings of the Governing Body on all these points is given below.

THE SANTIAGO CONFERENCE

The Governing Body considered the report on the work of the Labour Conference of the American States, held last January at Santiago de Chile.

It will be remembered that this Conference—the first of its kind since the creation of the International Labour Organisation—was convened by the Governing Body of the International Labour Office on the proposal of the Chilean Government. It was attended by delegations from 19 out of 21 countries of the American continent, and was a complete success.

In giving the Governing Body an account of the results achieved, the Director of the International Labour Office, Mr. Harold Butler, paid tribute to the invaluable assistance given to the International Labour Office by the Government of Chile. All the work done by the Government on behalf of the Conference was inspired by President Arturo Alessandri himself, who, both before and during the meetings, showed how much importance he attached to its work and to its complete success. The Director also emphasised the valuable assistance afforded by Mr. Cruchaga Tocornal, Minister of Foreign Affairs, Mr. Alejandro Serani, Minister of Labour, and Mr. Garcia Oldini, Chilean Minister at Berne.

Mr. Butler then dwelt on the essentially American character of this Santiago Conference. It had shown in particular the vital importance for the countries of America of the problems of immigration, the question of the Indian population, and the agricultural question. It had proved that, even in problems of universal interest, it was necessary to take into account the special points of view of different regions of the world. There had been certain fears, in this connection, that a regional meeting such as that at Santiago would be harmful to the influence of the International Labour Organisation; but, on the contrary, this Conference had strengthened the authority of the Organisation and had clearly shown how the three Americas could and would collaborate in the work of Geneva.

Mr. Oersted (employer, Denmark), who was a member of the delegation sent by the Governing Body to the Santiago Conference, also emphasised the great interest of that Conference for the Organisation. While regretting that all the countries taking part had not sent complete delegations, he stated that the importance of such regional meetings was incontestable. The contacts made not only between the countries of America, but also between the representatives of the Organisation of Geneva and those of the American countries, were of great importance. Mr. Oersted felt that more and more attention must be paid to the universality of the Organisation. It was therefore necessary to know labour conditions in all parts of the world, for they varied from country to country. There were very widely varying conceptions as to the effect of ratifications of International Labour Conventions. Quite a number of countries had thought fit to ratify a series of Conventions when they were not in a position to apply them.

Mr. Oersted emphasised the possibility of providing in Conventions adopted at Geneva adaptations and exceptions for extra-European countries. He drew attention, however, to the menace that such measures might constitute to the equality of conditions of labour in all countries. He added that in most European countries social progress was already advanced; but they could not go further, he felt, unless they had some assurance that they would be followed by other States.

Mr. Norman (Government, Great Britain) then read to the Governing Body the impressions of the Santiago Conference of Mr. Leggett, British Government representative, who was also a member of the Governing Body delegation.

In this report Mr. Leggett, too, dwelt on the value of the results obtained and paid tribute to the great assistance given by the Chilean Government. The Santiago Conference had shown the effective influence of the work of the International Labour Organisation on the progress of social legislation in South America. He expressed the wish that such Conferences should be held regularly. The Santiago meeting had also shown the collaboration that might be expected from the countries of America with the International Labour Organisation. In South America, part of the great world problem was to be seen—that of countries passing from the production of primary products to a rapid industrial development. The seriousness of the difficulties facing their Governments was evident—as such countries rely on the production of primary products—and also the success they had achieved in overcoming these difficulties. Mr. Leggett concluded that the most important labour problem in the international field was that of raising the standard of living of millions of workers whose present conditions are very low.

Mr. Estrada Cajigal (Government, Mexico), after affirming the success of the Conference, emphasised the value of the resolutions adopted on the proposal of the representatives of his Government concerning social insurance, agricultural workers, and problems in connection with the native population. He hoped that on these various points the Governing Body would be able to take the action for which the resolutions called.

Mr. Kupers (worker, Netherlands), who was a member of the Governing Body delegation to the Conference, in his turn noted its importance. He regretted that all the participating countries had not sent complete delegations, but he had heard with pleasure the confidence which all speakers, of whatever country, had shown in the International Labour Organisation. With regard to the resolutions adopted, he recalled the vital importance of that on immigration, and had been glad to see it supported by the Governments of Argentina and Brazil. He also insisted on the importance of the resolution on the relations between the countries of America and the International Labour Organisation, of that recommending the creation in all countries of central organisations to deal with the regulation of labour, and of that relating to the " truck " system.

He also recalled that at the last session of the Governing Body he had raised the question of the arrest of Mr. Solis, Chilean workers' delegate to the Conference, and was now glad to learn of his release. He concluded by thanking the Chilean Government for the initiative it had taken in proposing this Conference and the valuable assistance it had rendered at it, and he hoped that this example would be followed in the future.

Mr. Pardo (Government, Argentina) associated himself with previous speakers in praising the Chilean Government and the International Labour Office for the perfect success of the Conference of Santiago. He dwelt on the importance of the resolutions adopted, particularly those on the universally important immigration problem and on the " truck " system.

Mr. Muñiz (Government, Brazil) spoke to the same effect. He was convinced that the International Labour Organisation, because of the great volume of information at its disposal, was particularly suited to study the problems of population.

Mr. Čurčin (employer, Yugoslavia), who was also a member of the Governing Body delegation to Santiago, paid tribute to the charm of Chile and the courtesy of its people and Government.

Mr. Jouhaux (worker, France), after expressing his satisfaction at Mr. Solis's release, praised the successful results of the Conference, which was a first and most encouraging attempt at a regional Conference. In order that it might bear fruit, the Governing Body should take a decision as soon as possible on the resolutions adopted, and see that they led to the most useful results without delay.

Mr. Picquenard (Government, France) noted with pleasure the great interest taken by the countries of America in the Santiago Conference. The resolutions there adopted were of vital importance because they expressed the view of a continent; and the Office should pay them the greatest attention.

Mr. Demofilo de Buen (Government, Spain) also thanked the Chilean Government and the Office. From the results of the Conference he had noted that uniformity in conditions of labour for the whole world could not be completely realised: there were necessarily regional differences in the application of the essential principle of social justice. Hence the usefulness of such regional Conferences as that at Santiago, which he hoped would have successors.

Mr. Garcia Oldini (permanent delegate of Chile to the League of Nations and the International Labour Office), after thanking the preceding speakers for their kind words for Chile, showed the importance of the Santiago Conference. Not only had it reached definite results of an immediately practical nature, but it would influence the future orientation of the International Labour Organisation, as well as the general current of world thought. Almost everywhere at the present time there was a feeling of demoralisation, and faith in international institutions was wavering. An event like the Santiago Conference might perhaps help to create a new atmosphere of understanding and of reciprocal confidence between the continents.

Mr. Riddell, Chairman of the Governing Body, in summing up the discussion, reiterated the thanks he had already tendered at the preceding session to the Chilean Government, to the Office, and to all those who helped to ensure the success of the Santiago Conference.

The Governing Body then unanimously adopted the following resolution, proposed by Mr. Picquenard (Government, France):

> " The Governing Body takes note with satisfaction of the report on the work of the Labour Conference of American States held at Santiago in 1936: that report shows the deep interest taken by those countries in the work of the International Labour Organisation;
>
> Instructs the Director to give effect immediately to those of the resolutions which merely propose that their text should be communicated to the States concerned for information;
>
> And, with regard to the other resolutions, requests the Director to bring them to the attention of the competent Committees, and to take them into account to the greatest possible extent in any proposals which he may have to make in connection with the matters dealt with in the resolutions."

AGRICULTURAL WORK

The Governing Body examined a report of its Committee on Agricultural Work on various questions, including the position of agricultural workers in regard to international social legislation.

On the proposal of this Committee, the Governing Body instructed the Office to undertake a thorough enquiry into agricultural unemployment with the assistance of the Governments of the States Members.

In pursuance of a resolution of the International Labour Conference, the Governing Body also decided by 25 votes to 4 to set up a permanent Agricultural Committee.

This Committee, which is the response to an often reiterated demand of the agricultural world, will allow permanent relations to be established between the latter and the Governing Body. Through it the Governing Body will be able regularly to consult persons competent in all that bears on social conditions in agriculture.

WORKERS' SPARE TIME

The Governing Body also decided to set up a Correspondence Committee on Workers' Spare Time.

It will be the duty of this body to co-ordinate the work being done in this field in many countries to help the workers to make good use of their spare time. The nature of these activities varies widely, and they often do not take account of the experience obtained elsewhere. The Committee set up by the Governing Body will endeavour to establish as close a liaison as possible between the International Labour Office and existing organisations in connection with workers' spare time in order to facilitate the exchange of information on an international scale.

VOCATIONAL TRAINING AND THE RETRAINING OF THE UNEMPLOYED

The Governing Body decided to take up in October next the preliminary discussion of the questions which might be placed on the agenda of the 1938 Session of the International Labour Conference.

In this connection Messrs. Mertens (worker, Belgium) and Watt (worker, United States) insisted that the Conference must deal as soon as possible with the problem of apprenticeship and technical and vocational education. This question was particularly important owing to the persistence of unemployment throughout the world. Very many unemployed workers were condemned never to find employment again in their former trades, and the readjustment of manual labour was one of the pressing problems of the moment.

Mr. Norman (Government, Great Britain) and Mr. Yoshisaka (Government, Japan) supported these arguments.

CONDITIONS OF EMPLOYMENT IN THE ROAD MOTOR TRANSPORT INDUSTRY

The Governing Body discussed a proposal of Mr. de Michelis (Government, Italy) that a study should be made of the steps to be taken for the international regulation of the conditions of employment of workers employed in road motor transport.

The Director of the Office emphasised the importance of this question. Motor transport was a new industry which now employed almost as many workers as the railways, and much remained to be done to ensure that road motor transport workers should have proper conditions in regard to hours of work, rest periods, and the prevention of accidents. The problem concerned not only the workers but all who used the roads.

Mr. Jouhaux (worker, France) insisted on the necessity of ensuring that such workers had the same protection as workers in other branches of the transport industry. It was entirely wrong, for example, that a man should have to drive a heavy lorry from Paris to Marseilles without any relief, while for the same distance on the railway the engine-driver was relieved twice. The position in the great road motor transport industry, which rivalled the railways, was now such as to call for urgent action.

Mr. de Michelis (Government, Italy) in support of his proposal emphasised its international aspect. Many road transport workers had to work in two or more countries in the course of one day's service, and international regulations were therefore necessary.

Mr. Picquenard (Government, France) also emphasised the urgent need for regulations on the question.

The Governing Body asked the Office to continue and extend its study of this question, particularly in regard to hours of work and the prevention of accidents.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Governing Body considered various proposals aiming at the further improvement of the conditions for the examination of the annual reports submitted by States on the application of the International Labour Conventions which they have ratified.

It was decided that two additional experts from extra-European countries, with particular experience of social administration, should be appointed to the Committee of Experts on the application of Conventions.

REDUCTION OF HOURS OF WORK IN THE PRINTING AND CHEMICAL INDUSTRIES

The Governing Body discussed the preparation of the work of the 1937 Conference in regard to the reduction of hours of work in printing and kindred trades and in the chemical industry.

For each of these industries it was decided to hold a Preparatory Technical Tripartite Meeting at the end of 1936 or early in 1937, to which the countries having the greatest number of workers in the industries concerned would be invited.

THE MARITIME SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body considered the Report of the Director of the Office on the activities of the Organisation.

In this connection, it was decided that the 1936 Maritime Session of the International Labour Conference should open at Geneva on 6 October. At this session a final settlement is to be reached on the maritime questions in suspense, in particular that of hours of work on board ship.

The Governing Body took note of a report by the Director of the Office on the social and economic situation in 1935.

THE BUDGET OF THE INTERNATIONAL LABOUR ORGANISATION FOR 1937

The Governing Body discussed various questions of an administrative and financial nature and adopted the budget estimates for the International Labour Organisation in 1937 by a unanimous vote of the Government and workers' delegates, the employers' group abstaining.

PROCEDURE FOR THE ELECTION OF THE CHAIRMAN OF THE GOVERNING BODY

The Governing Body examined the report of its Standing Orders Committee on the procedure for the election of its Chairman.

It unanimously approved the principle that all members of the Governing Body, without distinction of group (Government, employers or workers), should be eligible for the office of Chairman. It will be remembered that hitherto only Government members have been elected as Chairmen, and not employers or workers.

On the question of the immediate re-eligibility of the Chairman (since 1931 the retiring Chairman, after a year in office, has not been eligible for re-election until all the other Government members of the Governing Body have acted as Chairman) an equal vote resulted, 15 for and 15 against.

By 19 votes to 7 the Governing Body referred the question of the procedure for the election of the Chairman back to its Standing Orders Committee.

Position of the Independent Trade Unions in the Free City of Danzig

Mr. Jouhaux (worker, France) drew the attention of the Governing Body to the situation of the independent trade unions in the Free City of Danzig, whose activities are forbidden in this territory, although Danzig is administered by the League of Nations. The case has been referred to the Court, but freedom of association is still in abeyance. Mr. Jouhaux asked the Director to approach the High Commissioner of the League of Nations with a view to discovering when the ban on the independent trade unions would be lifted.

The Director stated that he would find out what the position was from the competent authorities.

The next session of the Governing Body will open at Geneva on 2 June, 1936.

A SOCIAL-ECONOMIC SURVEY OF 1935

In a Report to the Governing Body, Mr. Harold Butler, Director of the International Labour Office, notes that the year 1935 was, on the whole, one of continued general economic improvement. But the economic picture was far from uniform over the whole world; a considerable section of world economy continued in a state of stagnation, or even suffered a further deepening of depression.

From the point of view of economic recovery in 1935, Mr. Butler divides the countries of the world into three groups.

To the first group belong the countries with devaluated currencies, such as the United States, Japan, the sterling bloc, a number of European countries, and most South American countries. All the countries in this group have enjoyed some improvement in their general economic situation, and their influence on world economic development as a whole has been strengthened by the improved situation of the United States, and by the addition of two new members, Belgium and Danzig.

The second group includes the main countries of the gold bloc, such as France, Switzerland, the Netherlands and Poland. On the whole there was a further deterioration in these countries during 1935, although a slight recovery was experienced in Poland.

The third and intermediate group includes such countries as Germany and Italy, which, like those of the first group, have achieved a considerable degree of internal economic recovery by credit expansion of a special sort and by public investment, but which have not officially devaluated their currencies. Some of these countries—notably Germany—have given some stimulus to their foreign trade by means of export premiums, which have had the effect of a partial devaluation of the currency.

The recovery is characterised in most countries by a particular increase in the production of investment goods. In this connection, Mr. Butler notes that the forms and origins of this stimulation of capital goods production are of two main classes. In Germany, Italy and Japan the recovery in capital goods industries can be traced largely to direct State expenditure, much of it on armaments, and it is particularly in the industries directly or indirectly related to armaments that the main production increases have taken place. In the sterling bloc and in the United States the revival of investment seems to have taken place rather through individual enterprise responding to cheap money and improved confidence, and shows itself at the same time in an increase in new capital issues.

After analysing the tendencies of general price movements and national monetary policy, the Director of the International Labour Office emphasises the improvement in the situation of the producers of raw material. He notes that the movement of international trade differed considerably from one region or country to another, and points out the improvement in credit conditions. One of the main features of exchange-rate developments in 1935 was the remarkable stability of rates in the sterling area and of the United States dollar. In contrast to this, 1935 was a year of great disturbances in the main gold bloc currencies, all of which were involved in serious crises.

Lastly, after a rapid survey of the effects of the recovery in increasing consumption, the Director of the International Labour Office summarises the living conditions of the workers as follows:—

> Corresponding to the improved general economic situation there was also a certain improvement with regard to unemployment during the past year. The international index number of unemployment which is regularly published in the *International Labour Review* fell from 200 (1929=100) in October, 1934, to 169 in October, 1935. Among European industrial countries, there were significant falls in unemployment in Belgium, Czechoslovakia, Germany, Italy and Sweden, and among oversea countries Australia shows the greatest fall. The improvement in Great Britain and the United States was less considerable. The gold bloc countries showed a further deterioration in their unemployment situation as well as in other economic indices.
>
> Judging by the principal countries of the world for which statistical data are available, it may be said that in the course of 1935, wage rates—or what comes to almost the same thing, earnings per hour—showed a general tendency towards stability following upon the gradual decline of the preceding years. In several countries, however, a slight decline continued (Italy, Japan and Poland); while in others, a certain upward swing was manifest (United States and the United Kingdom).
>
> Since fluctuations in the cost of living were in

general also of small amplitude, both upward or downward, the real value of hourly earnings did not vary appreciably, the more so because the two movements were often almost simultaneous. It may be noted, however, that the increase recorded in real hourly income in the United States was due to the fact that nominal wages experienced a greater increase than the cost of living, while in France the increase in real hourly income resulted from a decrease in the cost of living with money earnings almost constant.

The average hours of employment per worker showed few important changes during 1935, except in the United States, where the increase was quite substantial; and in Italy, where the reduction was marked (due apparently to a more generalised application of the 40-hour week). In France also, there would seem to have been some tendency towards a shortening of the working week.

Allowing simultaneously for changes in hourly rates, in hours worked per week, and in the cost of living, one may generalise to the extent of saying that real earnings per worker employed were not materially changed during the course of 1935 except in the United States, where a marked increase took place. On the other hand, since the number of workers employed rose in most countries, the total earnings of the working class, considered in its entirety, generally increased, in a manner which was often quite appreciable. In France the situation seems to have been less favourable, but precise data are lacking which would enable any exact conclusions to be drawn.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts on the application of International Labour Conventions met at the International Labour Office from 30 March to 6 April to examine the annual reports submitted by the States on the measures they have taken to apply the provisions of the Conventions ratified by them. Mr. Jules Gautier (France) was in the Chair.

At the conclusion of its work, the Committee unanimously adopted a report prepared by Mr. McNair (Great Britain), which will be presented to the Governing Body of the International Labour Office.

In this report, the experts state that there has been a steady improvement in the submission of the annual reports by the Governments—particularly on the part of States of Latin America. This is a highly significant development of the work of the International Labour Organisation.

It will be remembered that this year, of 630 reports which were due, 584 arrived in time to come before the experts. Last year, the Committee examined 521 out of 601 reports due, and in 1934, 436 out of 522.

The Committee, as usual, mentioned a number of points on which it felt that the reports of the Governments called for observations, or upon which supplementary information appeared desirable. In the great majority of cases, these remarks dealt either with points of detail of a legislative or administrative nature, or simply with requests for additional information.

The Committee felt that, on the whole, progress had been made in the application of International Labour Conventions.

It stated, however, that in a few cases a State, in its desire to make the largest possible contribution to the work of the Organisation, had ratified a number of Conventions "en bloc" without a preliminary examination of the measures which would be necessary for the detailed application of each Convention.

The experts devoted particular attention to the application of International Labour Conventions in colonies, possessions and protectorates not fully self-governing, as well as in mandated territories. A special report was prepared on this subject by Sir Selwyn Fremantle (India), and the fact that this report was even more detailed than in the past is a gratifying indication of the spread of the application of the Conventions in the colonial field.

The Committee finally emphasised the importance which it attached, in the report forms sent to Governments for drawing up their annual reports, to the points concerning the effective application of Conventions. If in earlier days the most important question for the success of the International Labour Organisation was that of harmonising Conventions and national legislation, it now appears that the problem of the practical execution of such legislation, and of the provisions of the Conventions which it embodies, has become more important.

The Committee took note of the valuable results achieved by the first Regional Conference of representatives of labour inspection services, held at The Hague in October, 1935, and expressed the hope that a similar Conference could be organised this year.

The following persons attended the session: Messrs. C. Charlone (Uruguay), R. Erich (Finland), Sir Selwyn Fremantle (India), J. Gautier (France), W. Makowski (Poland), A. McNair (Great Britain), O. Quadrat (Czechoslovakia), W. Rappard (Switzerland), P. Tschoffen (Belgium).

THE SOCIAL ASPECTS OF MEASURES OF SCIENTIFIC MANAGEMENT

The new Advisory Committee on Scientific Management held its first meeting in Geneva on 27 April under the chairmanship of Mr. W. A. Riddell, Chairman of the Governing Body of the International Labour Office.

The following were present:

Representing the Governing Body, besides the Chairman: Mr. Tello, for the Government group; Messrs. Olivetti, Čurčin and Tzaut, for the employers' group; and Messrs. Jouhaux and Mertens for the workers' group.

As experts: Messrs. Limperg (Netherlands), Mauro (Italy), Férasson (France), Wallace Clark (United States), appointed by the International Committee of Scientific Management; Messrs. Hedberg, Director of the Co-operative Luma Lamp Factory at Stockholm, and Drechsel, Director of the Higher Commercial Institute at Mons.

This Committee was set up by the Governing Body to assist the Office in carrying out the duties which have fallen to it since the International Management Institute ceased to exist. The Office is to study the social aspects of the problem of scientific management and, so as not to lose sight of the technical and economic aspects, it will keep in touch with the scientific management movement, and particularly with the International Committee of Scientific Management.

During this first meeting, the Committee defined its field of activity and drew up its programme of work, selecting the following as particularly urgent problems: the effects of technical progress on unemployment and employment; rationalisation by the elimination of "surplus" undertakings and machinery; vocational guidance, and particularly the readjustment of the unemployed; and the effects of rationalisation on industrial fatigue. The Committee asked the Office to carry on and extend—in the form of monographs on undertakings—its studies on the social effects of the evolution of management methods within individual establishments, as well as its work on the terminology of rationalisation.

THE QUESTION OF SAFETY IN THE COUPLING OF RAILWAY VEHICLES

The question of automatic coupling of railway vehicles, to avoid the too frequent accidents which occur during coupling work, has been the subject of a meeting held on 28 April, 1936, at the International Labour Office by a Sub-Committee of the Tripartite Committee which is studying this problem.

This Sub-Committee was composed of: Messrs. Boutet (France) and de Michelis (Italy) as Government representatives; Messrs. de Boysson (France) and Tzaut (Switzerland) as employers' representatives; and Messrs. Nathans (Netherlands) and Schürch (Switzerland) as workers' representatives. The International Railway Union was represented by Mr. Leverve, its Secretary General, accompanied by Mr. Renevey.

During the meeting, the Sub-Committee, under the chairmanship of Mr. de Michelis, examined information collected by the International Labour Office on the present position of the question of automatic coupling. It was noted that in various countries—apart from those where it is already the rule—isolated attempts had been begun to put automatic coupling systems into operation on certain lines.

The Sub-Committee asked the International Labour Office to send a questionnaire to the European Governments in order to obtain more detailed information on the effects of these experiments or practical achievements.

THE CORRESPONDENCE OF THE INTERNATIONAL LABOUR OFFICE

The continuous development and the increasingly universal character of the work of the International Labour Office is strikingly shown in its daily mail.

During the year 1935 the Office received 32,091 letters, as compared with 29,817 in 1934, and despatched 27,775, as compared with 25,540.

This correspondence came from or was sent to 80 different countries, among which, outside of Switzerland, the chief were: Great Britain, France, the United States, Italy, Belgium, Germany, Spain, the Netherlands, Canada, Czechoslovakia, India, and Japan. The increase note in the number of letters received and sent was particularly important for the extra-European countries, for which the increase was 24·68 per cent. for incoming, and 17·04 per cent. for outgoing mail. For the European countries, the corresponding increases were respectively 3·38 per cent. and 5·87 per cent.

This correspondence was in 24 different languages, in the following order of importance: French, English, German, Spanish, Italian, Swedish, Portuguese, Dutch, Norwegian, Danish, Polish, Russian, Greek, Czech, Bulgarian, Iranian, Finnish, Esperanto, Turkish, Serbian, Hungarian, Rumanian, Japanese, and Albanian.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE.

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Contains articles on problems of industry and employment, based on special knowledge and research and up-to-date international statistics of unemployment, wages, cost of living, etc.

Price: per number, 2s. 6d., 60 cents; per year, 24s., $6.00

2. INDUSTRIAL AND LABOUR INFORMATION (Weekly):

Contains, in addition to extracts from official and unofficial publications all over the world relating to current events affecting industry and labour, original information derived from the correspondence of the International Labour Office itself, and communications received directly from outside collaborators and from Governments. Price: per number, 8d., 15 cents; per year, 30s., $7.50

3. OFFICIAL BULLETIN (At irregular intervals):

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7.*INDUSTRIAL SAFETY SURVEY (Two-monthly):

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9. DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE (Annual):

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In this series the following among others have recently been published:—

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The inclusive Subscription to the publications of the International Labour Office (other than Governing Body Minutes) is £10. $50.00.

Note.—All the above publications are published in English and French. In addition those marked* are published in German. *Studies and Reports* (see under 11) are published in English and French and occasionally in German.

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THE REPORT OF THE DIRECTOR TO THE INTERNATIONAL LABOUR CONFERENCE

In view of the forthcoming Twentieth Session of the International Labour Conference, which opened at Geneva on 4 June, 1936, Mr. Harold Butler, Director of the International Labour Office, issued his annual Report on 22 May and addressed it to the Governments of all the States Members of the Organisation.

Numerous reviews have already appeared in the press of every country, for this Report is an impressive survey of all the great economic and social problems of the day, regarded not only as such but also in the light of their close connection with the general political situation. It utters a grave warning of the dangers threatening peace and civilisation and makes an urgent appeal for international collaboration as the only possible means of holding the world back from the downward path to catastrophe.

There can be no doubt that the discussion of this Report at the Conference will be an event of supreme interest.

Recovery or Relapse ?

" A glance backward over the social and economic panorama of the last twelve months furnishes more food for doubts and queries than for confident interpretation."

Such is the general impression with which the Director opens his Report.

It is true that on the credit side of the economic and social balance-sheet, this year, some clear gains can be recorded. A perceptible economic amelioration can be noted throughout almost three-quarters of the world. The general index of world production is now back on the 1929 level. Prices have gradually improved. Unemployment has dropped 15 per cent. during the past year in the countries supplying data. Exchange fluctuations have greatly declined in scope and violence. The new commercial policy of the United States represents a bold effort—the first—to stem the tide of economic nationalism.

But on the debit side the greater part of the progress so far recorded is due to national rather than international readjustment. The volume of international trade shows little improvement. Employment has far from decreased in proportion to the increase in production.

Can this increase in production, however, be considered really sound, when it is largely due to great expansion in armament manufacture ? The Director strongly emphasises this disturbing aspect of the present situation.

> " In so far as industrial prosperity is founded on warlike preparation," he says, " it is not only sinister but hollow and unreal. The manufacture of arms adds nothing to national wealth. As a form of national expenditure it is sterile and unproductive. Though its effect on the economy of a nation may be more stimulating than that of public works in proportion as the outlay is greater and more variegated, its economic consequences are far less beneficial. . . . Lastly, intensive competition in armaments inevitably produces a state of suppressed alarm and anxiety everywhere, which checks the expansion of healthy trade and of capital investment and thus further blocks the path of normal recovery. . . .
>
> " Moral and military ideals are totally incompatible. Higher ethical and cultural standards can only be developed by social and economic progress, to which war is an insuperable bar. Under modern conditions the belief that prosperity can be promoted by conquest has been shown to be an illusion. Victory can only be had by undermining the moral, social and economic foundations of our civilisation."

It is imperative to take these factors into account in any careful study of the significance of the favourable symptoms seen in various fields. Thus, after having analysed the efforts made and the positive results obtained in various countries in the fight against unemployment, in the consolidation or development of social insurance, in the reduction in hours of work, in the organisation of industry and agriculture, etc.; and after having traced the progress achieved during the year by the International Labour Organisation itself, and having outlined the new tasks opening up before it, Mr. Harold Butler again refers to the fact that it is impossible to hope for a permanent return to prosperity under the constant menace of an outbreak of war.

Reciprocally, it is useless to endeavour to settle political questions by separating them from social and economic problems. In 1936 it is dimly becoming recognised that the most serious flaw in the 1919 peace settlement was the failure to ensure economic and social equilibrium. "The fact that the political crisis provoked by the re-entry of German troops into the Rhineland at once called forth suggestions for a world economic conference is an indication of the distance which comprehension has travelled since the Armistice."

> "There is now a vague awareness that territorial claims and armament programmes are not the fundamental issues and that it is impossible to allay the international tensions which they have created without striking deeper. They are not the causes of our present discontents but the symptoms. The roots are to be found in actual or threatened impoverishment, declining standards of life, insecurity for the future of themselves and their children which darkens the outlook of the present generation in so many countries.
>
> "The remedy is not to be found then in political powers or frontier rectifications or disarmament conferences alone. These methods have been tried and have failed because they did not touch the real source of the trouble. So nowadays we are beginning to talk of the abolition of trade restrictions, the distribution of raw materials, the stabilisation of currencies, an international monetary agreement, the resumption of international lending, as things which are not merely required to promote economic recovery but which are indispensable to the future stability of the whole political structure."

The holding of an international economic conference is therefore regarded "as an indispensable feature of any fresh attempt to secure a lasting political settlement. That is why it is no longer possible to dissociate the future of peace from the future of social justice."

From the Report of the Director of the International Labour Office it is apparent that considerable progress has already been made towards ameliorating unemployment in particular countries; but it is more and more evident that national action is no longer adequate to solve the social and economic problem.

> "It must be supplemented and co-ordinated by international measures. The wisest National planning or the utmost national foresight cannot hope to reap their full fruits in a world which is still internationally chaotic. National order is helpless in the face of international disorder. Any search for the cure of unemployment is bound ultimately to overstep national boundaries and to find itself confronted with the real economic problem of this century—how to evolve an international economy corresponding to the unescapable interdependence of nations which the genius of man has now created."

Curbing Unemployment in Various Countries and the Rôle of Public Works Schemes

Mr. Harold Butler estimates at approximately 15 per cent. the decline in world unemployment during the past year, which represents a total reduction of 37 per cent. since 1932. He makes, however, three important reservations which are calculated to temper any optimism resulting from these figures:—

1. They do not take account of vast areas such as India and China, where unemployment and underpaid work are very widespread;
2. In a certain number of countries, notably France, the Netherlands and Switzerland, the total number of unemployed was larger at the end of 1935 than at the end of 1934;
3. Even in such countries as Great Britain, Germany and the United States, where an increase in industrial activity has been noted, re-employment has not corresponded to the increase in production and trade.

Further, the improvement observed in about three-quarters of the world is not due to old "naturalistic" methods, but more to a series of resolute efforts made by Governments, and in this connection the Director notes an encouraging growth of a modern approach to the problems of unemployment.

In the final analysis, unemployment remains the crucial test of social and economic policy—much more than stock-exchange quotations, statistics of production, or trade returns. It is now more generally recognised that business activity depends mainly on the volume of spending, and that the diffusion of adequate purchasing power among the people at large is the first essential for economic stability and the maintenance of prices. The prejudices against unemployment insurance and relief schemes have largely disappeared, practice having shown that public expenditure for the unemployed enters directly into circulation and tends to sustain the market. In point of fact, the adoption of protective measures for the unemployed has continued to develop. The most salient steps taken in this direction during 1935 were the creation of national systems of unemployment insurance in Canada and the United States, where, until recently, such measures were held to be harmful.

On the other hand, the experience of several countries has shown that, within limits, well-planned schemes of public works may not only make a real contribution to diminishing unemployment but may also provide facilities, services or commodities of permanent value. The results obtained in this field in the United States are particularly important on account of the wide variety of the measures applied and of their social objectives. Congress voted the immense sum of $4,880,000,000 for the purpose of transferring 3,500,000 unemployed from relief to productive employment, leaving to the individual States the responsibility of caring for the unemployable, and of gradually suppressing cash relief from Federal funds. There is no doubt that in the United States the public works programme has had a considerable measure of success.

In Germany the recovery policy tends towards new aims which have been substituted for employment creation, one of the principal objects being to create "the economic foundations of rearmament." There is no doubt that the policy of public expenditure was principally responsible for the rapid and extensive drop in unemployment. But it may be doubted whether this great public expenditure has succeeded to the same extent as in the United States in assisting a general business recovery. It may be observed, for instance, that since the end of last summer the number of registered unemployed has steadily increased—mounting from August to December, 1935, from 1,700,000 to 2,500,000—although several hundred thousand men have been incorporated in the Army. It is probable that this increase is of more than seasonal significance.

It is difficult to gauge the situation in Italy because of the abnormal position owing to war measures, the large number of men under arms, and the fact that none of the relevant indices has been published since the autumn of 1935.

Sweden affords a remarkable example of the result which may be attained by a bold policy of public investment and subsidies combined with a judicious monetary control. Whereas in 1933 the average number of applicants for unemployment relief was 165,000 per month, it fell from 93,000 in January, 1935, to 61,000 in January, 1936, having reached the low point of 41,000 during the summer.

Great Britain is another country where the policy of monetary management has achieved considerable success in combating unemployment. At the end of 1935 more persons were at work than at any previous time—about 1,300,000 more than at the low point of the depression, in 1932.

In Japan the expansionist monetary policy followed during recent years has been continued. Unemployment showed a further decline; and the returns of the Bank of Japan show that, since April, 1935, the number of persons employed has been 10 per cent. greater than in 1929.

In Australia the situation showed a marked improvement: unemployment fell from 18·8 per cent. in November, 1934, to 13·7 per cent. in November, 1935.

In Canada unemployment also declined during 1935, and the average percentage of trade unionists unemployed was 15·4 in 1935 as compared with 18·2 in 1934.

In Czechoslovakia the gold value of the crown was reduced by one-sixth in February, 1934, but at that time no positive action was taken towards expansion. The influence of mere devaluation on business activity was not apparent. It probably helped to prevent a further decline, but it did not bring about the hoped-for revival. Since then the Czechoslovak Government has taken further measures of a definitely expansionist character, the consequences of which will be closely observed during the coming months.

Of all the attempts made to utilise monetary control to reduce unemployment, the most dramatic according to the Director of the International Labour Office, is perhaps that carried out with so much success in Belgium, where unemployment has been reduced by about 30 per cent.

In France the year 1935 was marked by a clear and strong deflationary policy. This comprehensive action represents a systematic attempt to meet the depression by this method. Sufficient time has not yet elapsed to enable a final judgment of its success to be formed. All that can be said is that as yet there has been no general revival of industry or trade. Unemployment continued to increase in 1935.

The position in the Netherlands is similar in its main characteristics to that in France.

In Switzerland the effects of the depression, generally speaking, have been less marked than in France and the Netherlands; but here too the percentage of unemployed showed an increase over the preceding year.

Only Poland, among the countries retaining the pre-depression parity of exchange, showed some improvement in its economic situation. Industrial production, while still exceedingly low, rose slowly for the second year in succession. Unemployment remained practically unchanged.

To sum up the general situation, Mr. Harold Butler notes that the financing of public enterprises, the reduction of the burden of Government debt and the rate of interest, the subsidising of various forms of industrial and agricultural activity, the encouraging of housing, and lavish expenditure on relief for the unemployed have beyond doubt provided an effective stimulus to business revival. But it would be a dangerous exaggeration to claim that such measures have succeeded in finally overcoming the depression.

From whatever angle the social situation is regarded, unemployment remains, and will probably remain, the outstanding problem. One of the chief reasons why this partial recovery is less complete than might appear at first sight is that re-employment has not kept pace with the improvement in production and trade. In the United States, for example, although a marked upswing has occurred in industry, and private industry has reabsorbed some 5,000,000 unemployed since March, 1933, there were still in December, 1935, according to the statistics of the American Federation of Labour, about 7,860,000 totally unemployed, while 3,541,000 persons were employed in Government work. Also in Germany, Belgium, Great Britain, Sweden, and the various countries where, under the impulsion of an expansionist policy, a marked revival has taken place, unemployment persists at too high a level and is far from corresponding to the business situation.

This is the great problem of technological unemployment, the importance and complexity of which the Director emphasises as follows:

> ". . . its continued existence cannot be glossed over at a time when the hopes of reducing unemployment to normal proportions by the ordinary method of business revival are apparently being disappointed everywhere. Dr. Harry Jerome, who has made a very thorough investigation of the whole subject, concludes that . . . technical improvements in agricultural production in the United States between 1919 and 1927 were sufficient to displace two and a half million

workers, had the volume of output remained unchanged, whereas in point of fact only some 800,000 were actually discharged.

" At the same time, no solution of these problems is to be found in restrictions upon the introduction or use of new methods and new machines. In Belgium an interesting attempt was made to encourage hand-labour and to discourage the use of mechanical appliances on public works. After a full trial, however, the system was entirely abandoned as it was found too slow, too expensive, and too laborious. In Holland the Government tried to substitute hand-threshing for mechanical threshing by offering a considerable bonus for hand-threshed wheat. Though the proportion of hand-threshed wheat rose immediately, the effect upon employment was not sufficient to warrant the continuation of the experiment. In Spain, Czechoslovakia, Holland, Italy, and other countries legal restrictions have been placed on mechanical development, and similar action was taken under some of the codes in the United States. Such measures may have some temporary result ; but technological unemployment cannot be combated by preserving antiquated methods by artificial means.

" The real problem is to ensure that the economies in wages effected by mechanical improvements do not reduce the volume of available consuming power. Where they are used to reduce prices, the benefit to the community as a whole is in compensation for the temporary loss of employment by some of its members. If they are used to increase the wages of the workers left in employment to reward their increased productivity, a general benefit again results. But where, as in the United States before the depression, prices are maintained at a stable level, while profits increase much more rapidly than wages, a state of disequilibrium is set up, which is bound to have serious economic and social consequences."

SOCIAL INSURANCE HAS SUCCESSFULLY WEATHERED THE DEPRESSION

" On the whole, the situation of social insurance in 1935 is definitely more favourable than at any time since 1929," states the Director in his Report.

Social insurance suffered severely from the world depression. During several years, progress in this field was checked. Nevertheless there is no case in which compulsory insurance was abandoned, and during 1934 a period of recovery set in. This movement was considerably accentuated during 1935. Though in a few countries certain restrictions were imposed, they were in no case serious, and in fact the general tendency has been strongly in the other direction.

In Australia, Belgium, France, Great Britain, Italy, Sweden, and Uruguay benefits were improved or qualifying conditions rendered easier. In the United States the Social Security Act provides for contributory old-age pensions applicable to 25 million wage earners, with special arrangements for railway employees, as well as unemployment compensation. The Irish Free State has adopted a law establishing compulsory insurance against accidents, sickness, and old-age for the whole wage-earning population. Ecuador has set up a National Institute, charged with bringing into operation compulsory insurance against accidents, sickness and old-age for all wage-earners. In Bolivia, Brazil, Estonia, Italy, the Netherlands and Norway the scope of existing schemes has been broadened. Finally, many Governments are now considering the establishment of comprehensive schemes of social insurance. Thus the Federal Government of Australia has announced its intention of resuming work with a view to establishing a national system of social insurance ; and in Brazil the Social Legislation Committee of the Federal Chamber has approved the principle of compulsory insurance against invalidity, old-age and death for all industrial wage earners. In Canada, China, Finland, Latvia, Mexico, New Zealand, Norway, Peru and the Union of South Africa preparations are being made for instituting insurance schemes of greater or less scope.

Results of the operation of social insurance institutions during the past year are equally encouraging. In most countries the decline in the insured population and in the income from contributions has been arrested, and in many where economic improvement has occurred an upward movement is now observable. In general, however, the figures of 1929 and 1930 have not yet been attained. Indeed, it would be possible to construct a fairly accurate social and economic barometer based on membership and income of social insurance funds. A rise both in numbers and receipts has occurred, for example, in Chile, Great Britain, Hungary, Italy, Japan, Norway, Sweden, Uruguay, and the U.S.S.R. ; while in Austria, Czechoslovakia, France and Yugoslavia the period of compression has not yet passed.

In concluding this brief summary, the Director states that it may now be said with some confidence that, thanks to the strength of the principle and the depth to which its roots had already been pushed in every country which had adopted it, social insurance has weathered the storm with remarkable success. The movement in favour of extending and strengthening it is progressing with renewed vigour, and it is not too sanguine to anticipate a period of further expansion, particularly in the extra-European countries.

PROGRESS IN THE PRACTICAL APPLICATION OF THE 40-HOUR WEEK

The progress achieved during the past few months in the field of the reduction of hours of work is dealt with in one of the chapters of the Report.

The movement in the direction of shorter hours of work has continued, although at a reduced rate. This reduction was advocated principally as a method of ameliorating unemployment, and in countries where a week of 40 hours or less was adopted, a substantial reduction of unemployment in fact resulted. Nevertheless, as production increased, the strength of the motive for reducing hours might have been expected to be considerably diminished. But the general belief that a further reduction of hours in industry is sooner or later inevitable, which found expression in the adoption of a general Convention by the International Labour Conference in June, 1935, does not seem to have been seriously shaken.

> "This is no doubt largely accounted for," writes the Director, "by the fact already alluded to that in most countries where recovery has definitely set in the rate of re-employment has lagged considerably behind the rise in production. The probability that opportunities for employment will continue to be reduced by technical progress has not been disproved but rather reinforced by recent experience. Hence the sustained attention which is being paid to the question of shorter hours and the slow but steady advance in that direction."

In Italy a new general agreement was made in July, 1935, between the Fascist National Confederations of Manufacturers and Industrial Workers, providing for the permanent establishment of the 40-hour week in Italian industry covering all workers occupied in industrial enterprises, handicrafts and co-operatives. The working week is fixed at 40 hours for non-continuous and 42 for continuous work.

In the United States the authority given to the President under the National Industrial Recovery Act to establish codes providing for an average week of 40 hours was declared unconstitutional by the Supreme Court in May, 1935. As a result a tendency to lengthen hours has appeared in a number of industries. But the unfavourable effects of abandoning the code standards have induced about a hundred industries to request the maintenance of voluntary codes, and a certain number of Acts or Bills have been introduced with a view to securing the standards set by the codes by other means. In this connection, the Director draws attention to the report on hours unanimously adopted by the National Conference on Labour Legislation convened by Miss Frances Perkins, Secretary of Labour, in October, 1935. The Report states that "in the two years under the N.R.A. codes the bulk of American industry has adjusted itself to a 40-hour schedule with benefits in both production and re-employment. Some industries have operated successfully on a 36 hour schedule. It is believed that the operation of not more than 40 hours by State law in all States will promote the welfare of the nation." In conclusion, the Report urges the President to submit the 40-hour-week Convention adopted by the International Labour Conference to the Senate for speedy ratification.

> "It may thus be said," remarks Mr. Butler, "that, in spite of the annulment of the Federal enactment providing for a 40-hour week, the latter is still being maintained over large sections of American industry and still commands the support not only of organised labour but also of many employers and of a considerable portion of public opinion."

In Czechoslovakia the Bill introduced by the Ministry of Social Affairs providing for a 40-hour week has not yet been adopted, but negotiations between employers' and workers' organisations have led to the establishment of a 42-hour week in the yeast industry and of a 40-hour week with partial compensation in respect of earnings in the alcohol, brewery and artificial silk industries. In addition, hours have been reduced to 40 per week in all works undertaken or subsidised by the State.

In New Zealand the Labour Government which has recently taken office has announced the application of a 40-hour week as part of its policy. A Bill has already been introduced for the purpose of enacting it, and a 40-hour-week work period has been introduced for all public works and for all employees in the Ministry of Public Works and Transport.

In Australia the Select Committee appointed by the Victorian Parliament has concluded definitely in favour of the shorter working week without reduction of pay throughout the State, and has recommended that the ratification of the 40-hour-week Convention shall be considered by a Premiers' Conference to be called by the Federal Government. The Prime Minister of the Commonwealth has responded by appointing a strong Committee to inquire into the whole matter from the social, economic and financial standpoints.

In Great Britain the Minister of Labour has continued to explore the whole question of the absorption of the unemployed by the reduction of hours of work and allied measures with representatives of the employers of various industries. This inquiry has already covered a large number of industries and is being extended to others.

PROBLEMS OF THE DISTRIBUTION OF RAW MATERIALS AND COLONIAL PROBLEMS

Among the problems which call for thorough investigation for purposes of economic, social and political reconstruction, the Director mentions that of the distribution of raw materials.

Referring to recent discussions on this question, he points out that the problem is often wrongly stated. Thus it is an error to suppose that it is mainly a colonial problem.

> "Only rubber, tin, phosphates, and vegetable oils are produced chiefly by colonies. The principal materials, such as cotton, wool, silk, coal, oil, iron, wood, cement, gold, silver, copper, nickel and manganese are not mainly the products of colonies but of self-governing States. It may also be noted that where a single State or a small number of States are the exclusive producers of a particular raw material, their monopoly is nowadays rendered precarious by the ingenuity of the scientist. Artificial silk and nitrates have already destroyed much of the value of the natural articles. Artificial wool, rubber and oil are already in the field, if not yet altogether commercial possibilities. Monopoly is therefore more difficult than in the past. Those who depend for their living upon natural products are subjected to much stronger inducements to render them as accessible as possible to the consumer lest he be driven by necessity to take refuge in invention."

But there is also the monetary aspect of the problem: as the result of the overthrow of the gold standard, it is alleged that countries with depreciated exchanges cannot afford to purchase in currencies of a higher gold value.

The Director remarks that this assertion is hardly borne out by the case of Belgium, which derives only a very small proportion of its supplies from the Congo, but has been able to obtain them abroad as long as its exports were maintained. The same thing is true of Japan. Again, countries like Sweden and Czechoslovakia, which have no colonies and have to import most of their raw materials, do not appear to have been hampered by inability to obtain them.

> " As long as manufacturing countries can sell their goods freely abroad, they can purchase the raw materials upon which their industries depend; but if their foreign markets are closed against them, then they cannot obtain the foreign exchange necessary to keep their factories busy and their workpeople fully employed. These considerations, however, affect all countries, and it would seem that the only countries which have met with real difficulties in procuring their supply of raw materials are those which have imposed restrictions in dealings in foreign exchange. The reasons for restrictions depend upon their monetary and commercial policies, which must be considered before the origin of their difficulties in regard to raw materials can be fully elucidated."

But it can hardly be denied that the barriers raised in the path of international trade have aggravated the problem of raw materials for all countries which have to import them. This problem cannot therefore be divorced from the whole question of restrictions on commerce, including the question of the " open door " in colonial territories which are large furnishers of certain raw materials.

The fact that the discussion of the problem of raw materials is often based on misrepresentations and misconceptions of the true issue, is, according to the Director, an imperative reason for an urgent, objective and searching enquiry into all its aspects. Such an enquiry would inevitably raise broad questions of colonial policy. Not least among them would be the place of the native in the schemes for increasing colonial production.

> " It may be suspected that the attraction of colonial possessions often lies in the belief that they offer prospects of cheap and abundant labour exempt from the restrictions which have to be observed in metropolitan countries. In most native territories, particularly in Africa, the labour supply is far less ample than is commonly supposed. In order to procure the services of the native, he has often been deprived of the land by which he was accustomed to live or driven to work by some form of compulsion. The problem of colonial raw materials therefore involves in most cases the problem of the native. In this connection the Recommendation (No. 35) adopted by the Conference in 1930 is especially relevant. It suggested that ' the amount of labour available, the capacities for labour of the population, and the evil effects which too sudden changes in the habits of life and labour may have on the social conditions of the population, are factors which should be taken into consideration in deciding questions connected with the economic development of territories in a primitive stage of development.' Official communications received from such countries as Australia, France, Great Britain, Japan and the Netherlands indicate that they have accepted this Recommendation. If the civilised nations are to fulfil the ' sacred trust ' which every signatory of the Covenant has recognised towards ' peoples not yet able to stand by themselves under the strenuous conditions of the modern world,' the principles of this Recommendation and of the Forced Labour Convention cannot be ignored in any schemes of colonial exploitation."

Mr. Butler adds that the question of migration, on which the Office has published several studies, is hardly less important or less thorny than that of raw materials.

> " During the present depression migratory movements came practically to a standstill. In fact there was even a backflow from the new world to the old. Signs are not wanting, however, of a resumption of oversea migration. In 1935 there was a small increase from Great Britain and Italy and a large increase from Poland as compared with the previous year. Among the countries of immigration the need for additional population in South America was voiced at the Santiago Conference, while in the case of Australia the question of stimulating immigration from Great Britain is again under discussion. The belief that there are still large outlets for white settlement in Africa finds frequent expression, and, though in all probability a good deal exaggerated, demands close investigation."

Mr. Butler observes, moreover, that this is not the first time that the problem of raw materials has arisen in the history of the International Labour Organisation. At the First Session of the International Labour Conference, at Washington, it was brought up by Mr. Baldesi, Italian workers' delegate, who claimed that the maldistribution of raw materials was the cause of unemployment. It is only since the depression, however, that the lack of raw materials has been acutely felt in some countries. Mr. Butler recalls the important study in which Mr. de Michelis drew attention to two factors which may handicap countries inadequately endowed with raw materials; first, their production or export may be subject to monopolistic restrictions by the countries which produce them; and secondly, national or international cartels may be formed for regulating the prices and supply of particular products regardless of the interests of the consumer. He also draws attention to the work of the Economic Conference of 1927 and of the London Economic Conference in this field.

In a general manner Mr. Butler emphasises what he feels is a vital problem, that of liberating commerce from the restrictions which have been imposed on it by nationalist economic policies or on account of currency disorders.

> " The only way out of our present troubles is by restoring as far as may be the free exchange of goods, services, money and population, upon which pre-war prosperity was founded. As the world has further contracted during the last twenty years, the need has become all the greater."

THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION

After having discussed the principal characteristics of the economic and social situation throughout the world, Mr. Harold Butler gives a brief account of the activity of the International Labour Organisation in 1935.

The outstanding feature of this period was unquestionably the holding of the first Regional Labour Conference at Santiago-de-Chile in January, 1936. This Labour Conference of American states was attended by 19 of the 21 countries of the American continent, and it showed that the contentions of those who believed that a worldwide body like the International Labour Organisation could only derive additional strength by holding meetings outside Europe were fully justified. The debates and the resolutions of the Santiago Conference furnished ample evidence of the existence of regional problems in America and of the immense value of discussing them in an American atmosphere.

> " It is not too much to say," states the Director of the International Labour Office, " that the Santiago Conference opens a new chapter in the history of the Organisation, which owes a deep debt of gratitude to President Alessandri and the Chilean Government for having courageously taken the initiative in convening it."

The outlook of the Organisation has been broadened and the duties of the Office considerably enlarged by the work done at Santiago, and the increasing demands made on the Office are the best proof of the growing interest in it in all circles dealing with the solution of social problems. " The success attained by the Santiago meeting," adds Mr. Butler, " plainly indicated that it should be the forerunner of other American regional conferences called from time to time as occasion suggests."

The Director also notes with satisfaction the results of the Preparatory Technical Maritime Meeting held last autumn, when the problem of hours of work on board ship, which has remained insoluble since 1920, was again taken up and clarified.

The Director notes that, in general, there is an increasing tendency on the part of Governments to seek the advice and assistance of the International Labour Office for the solution of technical problems. He refers also to the development of the consultative work accomplished by the Office, and then, as a further proof of the vitality of the Organisation, he gives the number of ratifications of International Labour Conventions.

> " The number registered (50) is lower than in the two previous years, but it should be remembered that the high figures in 1934 and 1935 were largely due to the considerable number of ratifications accruing in one or two States. In the past year ratifications have been more widely distributed, having come from 18 different States and covering 25 Conventions. The year's record shows that ratification is going forward in all parts of the world and covers almost the whole range of the international labour code.
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> " Of the total of 50 ratifications registered from 15 March, 1935, to 15 March, 1936, 25 came from America, 19 from Europe, 5 from Australia, 2 from Asia and 1 from South Africa. This represents a better distribution than in 1934, when the paucity of European ratifications was conspicuous. The most important contribution was that of Chile, which appropriately ratified 14 Conventions. It is also gratifying to note that six ratifications have been registered by Cuba, and it is not too sanguine to expect that as a result of the Santiago Conference still further progress may be achieved in Latin America, where such an impetus has been given to social legislation in recent years."

Mr. Butler adds that the prospects of further ratifications are particularly encouraging, and that the number of ratifications authorised in the various countries is above the average.

He then mentions the work accomplished in the field of the application of Conventions already ratified, and in this connection he recalls the success of the first regional meeting of factory inspectors, held at The Hague in October, 1935.

> " Altogether the general outlook for the Organisation is encouraging. Despite the disturbances and anxieties which beset international affairs, it has gone steadily on its way. It has continually to view the great problems which confront it sanely and rationally. It has not lost its power to reconcile divergencies of national interest and opinion and to bring about international agreement. During this period of political discord and uncertainty it can perhaps render no better service than to demonstrate that international co-operation within the wide, if limited, field in which the Organisation operates, can be made a living reality."

The Director also notes the importance of the role played by the Organisation during the years of the depression :

> " On the social side the existence of the international labour code which the Organisation has built up during the last sixteen years is of great value. The growing recognition and application of international labour standards has introduced an element of stability which has prevented the effects of the depression being much more disastrous than they have actually been. Thanks to the Conventions, hours of work have not been lengthened, the abuse of the labour of women and young persons has not been re-introduced, social insurance has been maintained over a wide field. The discussions at the Conference have stimulated the fight against unemployment by bringing home to public opinion its human tragedy and its economic waste.
>
> " All this has contributed to forming a keener and more enlightened social conscience, which is bound to exert immense influence when the task of economic reconstruction is undertaken."

THE APPLICATION OF THE 40-HOUR WEEK IN VARIOUS INDUSTRIES

The dominant question before the Twentieth Session of the International Labour Conference is again the 40-hour week.

The basis of the work of the Conference on this question is the general Convention adopted on 22 June, 1935, by which the States which ratify declare themselves to be in favour of the principle of the 40-hour week, without a decrease in the worker's standard of living, and agree to apply this principle to different categories of employment by separate Conventions laying down detailed provisions.

In 1935 one of these latter Conventions was adopted for the glass-bottle industry, the sheet-glass industry previously having been the subject, in 1934, of a Convention based on similar principles.

At the forthcoming Session the Conference will deal with the application of the 40-hour week, by Conventions of the same type, respectively to public works, building and civil engineering, the iron and steel industry, coal mines and the textile industry.

With regard to the first four of these industries, as a first discussion took place last year, this year's session will hold a second discussion with a view to taking final decisions.

As to the reduction of hours of work in all branches of the textile industry (wool, cotton, silk, artificial silk, linen, jute, hemp, etc.), it has been so placed on the agenda that the 1936 Session may either confine itself to a first discussion or adopt a Draft Convention this year.

Taken together these five industries—textiles, coal mining, iron and steel, building and civil engineering, and public works—are among the most important of all, representing many million workers all over the world. A few brief notes on the situation in each will give an idea of the importance attaching to the decisions that the International Labour Conference is called on to take.

PUBLIC WORKS

In many cases the reduction of hours of work in public works may be obtained by simple measures of an administrative nature, and for this reason such works afford special facilities for the reform. Since they are undertaken by a public authority or carried out on its account, the authority, being financially responsible, is able to stipulate the conditions of work which it judges necessary or can have them imposed.

Public works generally require a large working force on the ground and lead to an increase in the staffs of firms furnishing supplies. A reduction of hours of work in this field will therefore be particularly effective. Moreover, the supplementary working force required will be easily recruited, for a large proportion of such workers do not need to have special qualifications.

An unusually large proportion of the cost of public works is made up of wages. It is usually estimated that approximately 50 per cent. of the total cost is representated by wages paid on the ground, administrative costs representing 10 per cent. and supplies 30 per cent. The latter figure, in turn, includes at least one-third for wages, which similarly represent an important part of the costs of administration. It is thus evident that the introduction of the 40-hour week on public works would immediately increase the resources of a much greater number of workers and thereby contribute considerably to a general revival of economic activity.

It must finally be noted that the reduction of hours of work on public works has already been put into force on a more or less important scale by several countries—Australia, Belgium, Canada, Czechoslovakia, Germany, Luxemburg, New Zealand, the United States, etc. At the same time as they have thus improved the unemployment situation and created new purchasing power, the Governments which have applied this measure have decreased their expenses on unemployment relief.

BUILDING AND CIVIL ENGINEERING

Building and civil engineering give employment to a very great number of workers—almost 13 million wage earners in the twenty countries for which exact figures are available. Moreover, during recent years, unemployment in this industry has been particularly severe. In December, 1935, the proportion of unemployed varied according to country from 17 to 60 per cent. On 1 June, 1935, which is usually the height of the season, it exceeded 15 per cent. in several countries and rose to 50 per cent. in the United States.

The development of technical progress has had a great influence on the situation of the industry. The substitution of cement for brick and stone and of metal for wood in window frames, the standardisation of inside fittings, the use of steel framework for buildings, the improvement of cranes and hoists and mechanical transport, the use of mechanical shovels and pneumatic drills, of machines for concreting and asphalting roads, etc., have all greatly affected the number of workers required and have contributed to increase unemployment, even though such technical progress has to a certain extent perhaps helped to stabilise employment and make seasonal variations less important.

It is considered that a reduction of the individual working period would alleviate unemployment by allowing a large number of workers to be engaged—the more so since workers do not need special training for this industry. It will be remembered, moreover, that in several countries the usual working period in the industry is already less than 40 hours per week. This is the case, for instance, in Australia, Canada, the United States, Great Britain and the U.S.S.R.

Moreover, certain legislation at present in force allows the hours of work to be distributed over a longer period than the week, and also allows time lost owing to bad weather to be made up. Such exceptions are compatible with the fixing of reduced hours of work.

THE IRON AND STEEL INDUSTRY

The iron and steel industry, too, employs a large number of workers estimated at over a million and a half in the five countries chiefly interested—France, Germany, Great Britain, the United States, and the U.S.S.R. Unemployment in the industry has reached a high level, owing particularly to the progress made by mechanisation and rationalisation.

Further, the industry is highly concentrated, being carried on in each country by a relatively small number of undertakings. The question of competition between large and small undertakings thus hardly arises. Moreover, in most countries, the employers and workers are highly organised, both nationally and internationally. All these are factors favouring the application of a uniform regulation of hours of work in the industry.

It must also be noted that much of the work of this industry is carried on by continuous processes. This means that new possibilities of employment can be created by increasing the number of shifts working on such processes, especially by introducing the system of four shifts of six or eight hours each.

In certain countries the iron and steel industry is even now subject to regulations restricting hours of work to less than 48 per week, e.g., Italy, Spain, the United States and the U.S.S.R.; and, for certain categories of workers, Australia and Great Britain.

Coal Mines

It has long been admitted that, because of the particularly onerous nature of their calling, miners should have a shorter working period than that of other industrial workers. This principle was expressed in the International Convention of 1931, which was revised in 1935, and which lays down a 7¾-hour day for time spent in the mine.

The question now arises of fixing a working week for coal mines corresponding to the provisions of the general 40-Hour Week Convention adopted last year. The bearing of such a measure may be seen in the fact that coal mines employ millions of workers throughout the world (5½ million in twenty-one countries for the mining and quarrying industry, of which the coal industry is by far the most important).

The improvement in methods employed, the general use of machinery, and rationalisation, have rapidly changed the fundamental technique of mining to the detriment of manual labour. The following are examples: in French coal mines in the Nord and Pas-de-Calais Departments, from September, 1933, to September, 1934, the average daily output increased by 2½ per cent., while the working force decreased by 6 per cent.; in Belgium (the southern area), from 1931 to 1934, the average daily output per miner increased from 731 to 1,060 kg.; and in Poland the increase was from 1,710 to 2,610 kg. Even with a return of general prosperity it is doubtful—at least in some countries—whether it will ever be possible in certain industries, and among them coal mining, to employ as many workers as before the depression, without a permanent reduction of individual working periods. This industry has been in difficulties for a long time, not only because of the universal depression, but also because of other factors, such as the better utilisation of coal and its replacement by other sources of power.

In several countries hours of work in coal mines have already been appreciably decreased by the reduction of the number of shifts worked by individual miners per week or per month; but such "short time" has an unhappy effect on weekly or monthly earnings. It would seem preferable to carry out a permanent reduction of hours of work that would not affect the standard of living of the miners.

The Textile Industry

The textile industry fills a necessary and widespread need, is economically important in many countries, and is one of the industries which employs the greatest number of wage earners—approximately 11 million in twenty countries. Unemployment in all branches of the industry is very severe. The percentage of unemployed varies, moreover, considerably from one country to another. In 1935 it was in Great Britain 13 per cent. for the cotton industry and 20·9 per cent. for the woollen industry, and in the Netherlands it reached 38·7 per cent. for all textiles.

The industry was one of the first in which hand labour was replaced by machines, and there has long been a high degree of mechanisation. The progress of rationalisation, and in particular the increase in the number of looms per worker, has meant a very great increase in individual output.

For the purpose of drawing up regulations, the textile industry is easy to define, being strongly differentiated from other industries by its technique and the nature of the goods produced. Legal or contractual provisions on hours of work in the industry are similar in most countries, which greatly facilitates international regulation.

As a matter of fact, owing to the persistence of the depression several countries have already spontaneously reduced hours of work in the industry. The 40-hour week is the rule in the United States and Italy, and the 7-hour day in the U.S.S.R. In Australia the working week is of 44 hours. In France the Government has drawn up proposals to restrict hours of work in the industry based on the 40-hour week. Moreover, in most countries, short time is being worked because of the economic depression, so that the actual working week does not exceed 40 hours.

It is under these conditions that the International Labour Conference will be called on to state whether—in view of the notorious over-equipment of all branches of the industry on the one hand, and the persistence on the other of unemployment among a large number of workers, forced out of the industry as a result of its development—a decision should be taken to apply in a general manner, the 40-hour week in the textile industry by means of an international Convention.

THE AGENDA OF THE TWENTIETH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The following questions are on the agenda of the Twentieth Session of the International Labour Conference, which opened at Geneva on 4 June, 1935:

I. The regulation of certain special systems of recruiting workers.
II. Holidays with pay.
III. Reduction of hours of work on public works undertaken or subsidised by Governments.
IV. Reduction of hours of work in the building and civil engineering industry.
V. Reduction of hours of work in iron and steel works.
VI. Reduction of hours of work in coal mines.
VII. Reduction of hours of work in the textile industry.
VIII. Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery.

In addition to the questions officially placed on its agenda with a view to drawing up international regulations, the Conference will deal with the reports of the International Labour Office on collective agreements, the recruiting and placing of migrant workers, opium and workers, and the *nutrition of workers*.

It will discuss a ten-yearly report on the application of the 1935 Convention on the equality of treatment of foreign and national workers in connection with accident compensation, as well as annual reports furnished by the Government as to the measures taken by the States Members to give effect to the Conventions to which they are parties.

Finally, the Conference will, as usual, examine the Report of the Director on the general activity of the International Labour Organisation.

WORKERS' NUTRITION AND SOCIAL POLICY

The Twentieth Session of the International Labour Conference will discuss a Report of the International Labour Office on workers' nutrition and social policy.

This study leads to this first conclusion :

> " Large numbers of the working population, not only in impoverished or depressed areas but even in the most advanced industrial countries, are inadequately nourished. Such mal-nourishment and under-nourishment are not the result merely of temporary dislocations due to an industrial depression, though a depression usually has an aggravating influence. It is a condition found among many employed workers in times of normal business activity."

As to the causes of this situation, the Report is clear :

> " Inadequate and insufficient nourishment among workers is due in some measure to an ineffective use of available income owing to ignorance of nutritive values, inability of the poor housewife to make the best use of her money, etc. But its primary and most important cause is inability to buy the right kinds of foods, especially protective foods, in the necessary quantities. Low income or lack of purchasing power is thus the root cause of the inadequate nutrition of large numbers of workers and their families."

It may be asked if, in practice, it would not be impossible to supply all the needs indicated by scientific investigation. Here again the conclusion reached by the Office is definite :

> " Technically agriculture is in a position to meet the requirements for foodstuffs for an adequate diet. Revolutionary advances in the production, transport, storage and distribution of foodstuffs have made potentially possible a much higher level of nutrition for all of us."

The problem thus becomes one of organisation and distribution. To ensure better nutrition for the workers, the Report points out the necessity of certain measures of a national or international character, including the application of scientific nutrition standards, minimum wages, and policies of social insurance.

But the root cause of the nutrition problem is the low income of the workers. While stressing the need of education in the selection, use and preparation of foods, the Office makes it clear in its Report that the provision of a sufficient income is far more important than education for improving nutrition levels.

> " When purchasing power is provided for the workers through employment and adequate wages, the workers themselves tend to select the better and more nutritive foodstuffs and are more amenable to the influence of education. It is, therefore, the persistence of low-income groups in the population even of the most advanced countries which is the most important factor determining the existence of malnutrition."

The Report summarises the scientific facts showing the close relation between the kind of food we eat and health in general, and productive inefficiency in particular. It brings together the data available on workers' consumption, while indicating the large gaps in our knowledge of the subject.

The Report draws some interesting comparisons as to the quantity of calories required by workers in various occupations. These data involve great difficulties of interpretation. Thus work lasting eight hours implies for a stenographer an expenditure of approximately 2,420 calories, or as much as that allowed for machine workers, shoemakers, tailors, bookbinders or lithographers. Moderate work, such as filing, hammering, carpenters', locksmiths', weavers' or dyers' work, requires about 3,300 calories. Heavy work, such as that of a mason, a miner, a docker, and in general all occupations requiring physical force, demands about 4,600 calories.

Work to-day, however, is infinitely more complex. Moderate or even light work accomplished in an intense fashion may in reality be heavy ; and heavy work executed at a limited hourly speed may again at times be considered moderate.

Another point of a practical nature which the Report discusses concerns provisions to permit workers to take meals during working hours.

> " Half an hour's pause for lunch, a common rule in Government bureaux, commercial enterprises and even many industrial undertakings (Northern Europe, Central Europe, North America), is generally regarded as insufficient by dietetic authorities. Cases might be cited of increased morbidity among workers directly attributable to an excessive shortening of the midday break in an eight-hour working day. Experience has also shown that a break of at least one hour for lunch tends to increase man-hour output, not only because the worker is refreshed by the pause, but also because the pause is long enough to allow the digestion, under favourable conditions, of the full amount of foodstuffs needed for new energy. Too short a midday rest causes bad digestion, exposes workers to nervous fatigue, and thus promotes low productivity and accidents. The problem, of course, takes on a different aspect if the length of the working day is considerably less than eight hours."

A chapter of the Report contains interesting information on the nature and quantities of food consumed by workers in different countries. It is found that dietary habits differ considerably from one region to another.

> " Broadly speaking, the consumption of bread and cereals is high in less prosperous countries and tends to decrease as one proceeds towards countries with higher standards. On the other hand, the important groups of meat and fish, and milk, milk products and eggs show an opposite tendency. The minor group—fats and margarine—shows no definite tendency; the same applies to fruit and vegetables, although in the latter case the consumption of fresh fruit generally increases in countries with higher standards."

* * *

The problem of the nutrition of the workers, raised in the Report of the Director to the 1935 Session of the International Labour Conference, was the subject, last June, of a Resolution adopted by that Session on the proposal of the Government delegates of Australia and New Zealand.

As a result of this Resolution the Governing Body instructed the International Labour Office to prepare a Report on the question for the 1936 Session. It also set up a Temporary Committee of Experts on Nutrition Questions, to assist the Office.

The Labour Conference of the American countries which are Members of the International Labour Organisation, held at Santiago-de-Chile in January, 1936, also passed two resolutions on nutrition.

The Office, in its studies on this very important problem, collaborated closely with the Health and Economic Sections of the League of Nations, as well as with the International Institute of Agriculture, which submitted memoranda on the evolution of world production of foodstuffs and on the question of pure food legislation, which have been incorporated in the Report.

It will be remembered that the League of Nations, for its part, as a result of the adoption of a Resolution by the Assembly in September, 1935, is studying the same problem of nutrition, but chiefly from the economic and public health standpoints.

The reasons given by the International Labour Office for the growing importance attached to this question are two simultaneous developments which have taken place during recent years :

> " On the one hand, science has during the past two decades or so made great progress in elucidating the nutritive basis of health and has disclosed the specific and even minute food elements on which the vitality and energy of the body depend. On the other hand, the enormous progress in the technology of production has impressed upon the public mind everywhere the idea that there is no longer any economic necessity why all members of society should not enjoy the material needs for good health and social well-being.
>
> " Destructive and painful as it was, the recent industrial depression may have resulted in at least one positive gain to the extent to which it popularised the paradox of poverty amidst plenty. The dramatisation of this paradox gave further impetus to the idea that the two developments referred to above, of nutritive science and of productive technology, present a challenge to modern society, which may be stated as follows : may not the application of the new scientific knowledge on nutrition to the promotion of health supply a principle of social policy which would help to re-orient in the proper direction our economic activities ? "

In the Report which it submits to the Intertional Labour Conference the Office has attempted to set forth as clearly as possible the implications of the above challenge.

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THE TWENTIETH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twentieth Session of the International Labour Conference was held in Geneva from 4 to 24 June, the President being Mr. Bramsnaes (Government Delegate, Denmark), and the Vice-Presidents, Mr. Winant (Government Delegate, United States), Mr. Vanek (Employers' Delegate, Czechoslovakia), and Mr. Mertens (Workers' Delegate, Belgium).

During the Session the Organisation took a further step towards universality. In response to a unanimous invitation, Egypt, which had sent observers to the Conference for several years back, accepted membership of the International Labour Organisation on 18 June and was thus able to participate officially in the work of the latter part of the Session.

The U.S.S.R., which had hitherto sent a Government delegate only, this year appointed in addition a delegation of workers representing the 20 million workers belonging to the Soviet Trade Unions.

Fifty of the sixty-two States that are now Members of the Organisation were represented at the Conference. The United States of America and the other American countries took a particularly active part in the work—a tribute to the successful results of the Santiago Conference.

This Session of the International Labour Conference added to the body of international legislation three Draft Conventions, two of which were accompanied by supplementary Recommendations.

One of these Draft Conventions provides an annual holiday with pay of at least 6 working days after one year's continuous service for workers in industry and commerce. This reform is amply justified by modern working conditions and is, moreover, already applied in many countries. The decision of the Conference will certainly hasten the spread of such holidays.

A second Draft Convention deals with the recruiting of native workers in colonial territories, its object being to prevent the use of force for such operations. It will certainly do much to improve the situation of hundreds of thousands of workers who are not directly represented at the International Labour Conference, but who, nevertheless, are in great need of protection.

The third Draft Convention applies the principle of the 40-hour week adopted last year to public works financed or subsidised by central Governments. This is an important step towards the application of the 40-hour week industry by industry. Public works are becoming more and more important in the economic system of many countries, and they demand a large supply of labour. Consequently a general reduction of the individual hours of work will be especially effective in this field as a means of reducing unemployment. It will also stimulate the revival of economic activity, for wages are the most important item in the cost of public works.

Similar draft texts had been submitted to the Conference with a view to applying the 40-hour week to the building and civil engineering industries, to iron and steel works and to coal mines. These texts obtained large majorities, but they did not have the two-thirds majority required by the Constitution for the final votes, and therefore they were not adopted. The Conference then passed resolutions requesting the Governing Body of the International Labour Office to convene technical conferences of Government, Employers' and Workers' representatives with a view to reaching an agreement concerning hours of work in each of these industries.

The Conference further decided, with regard to the 40-hour week in the textile industry which had come before it for a first discussion, to apply the normal procedure of double discussion and to place the item on the agenda of the 1937 Session. It also requested that a tripartite technical conference should be convened to study the possibilities of improving working conditions in that industry.

It will be remembered that the Governing Body decided to place on the agenda of the 1937 Session of the Conference the question of the 40-hour week in the chemical industry and the printing industry, and that preparatory tripartite technical conferences are due to meet next winter to deal with those industries.

If one takes into account the decisions arrived at last year on this subject, it will be seen that a chronological table of the activities of the International Labour Office in favour of reduction of work can be drawn up as follows :—

1935 : Adoption of a general Convention by which States members declare themselves in favour of the principle of the 40-hour week without reduction in the standard of living of the workers, and undertake to apply that principle to various categories of employment by means of separate Conventions.

Adoption of a first Convention to apply the principle to the glass-bottle industry.

1936 : Adoption of a Convention applying the principle to public works.

Between this date and the 1937 Session of the International Labour Conference, technical conferences will be held to deal with the building and civil engineering industries, iron and steel works, coal mines, the chemical industry, the printing industry and the textile industry.

At the International Labour Conference of 1937 : the application of the 40-hour week in the textile industry, in the chemical and printing industries, and possibly (depending on the results of the technical conferences) in the building and civil engineering industries, in iron and steel works and in coal mines.

The mere enumeration of these industries, some of which are amongst the most important, is sufficient to show that the decisions already taken and those which can be reached in the near future on the basis of the extensive research already accomplished cover the majority of the world of labour.

In view of this situation, the Director of the International Labour Office, Mr. Harold Butler, was able to draw the attention of the Conference to the striking fact that the proposal for a 48-hour week was first made in 1848 and that the reform was not carried through until 1919, whereas the proposal for a 40-hour week was first made in 1931, and in five years so much progress had been made that it is already in force, either entirely or to a large extent, in many countries and is already the subject of international agreements.

If the work of the Twentieth Session of the International Labour Conference in this field is to be appreciated at its true value, it must be considered in the light of these observations.

A final question that was on the agenda of the Session, but only for a first discussion, was that of the measures to be taken for the safety of workers in building construction with reference to scaffolding and hoisting machinery. The work of the Conference on this point provided a useful basis for the adoption of protective regulations next year after consultation of Governments.

A brief account of the decisions adopted on each of these questions may now be given :

HOLIDAYS WITH PAY

The granting of annual holidays with pay to wage earners is a comparatively recent development. When the growth of large-scale industry last century put an end to the practice of taking a holiday on a certain number of festivals throughout the year, which had previously been adopted by workers and craftsmen, the worker's first thought was to reduce the daily hours of work so as to obtain the extra rest which they needed after their more intensive work. The idea then spread that a longer rest was required in addition to the weekly rest. In most countries annual holidays were already given to public officials. Employers in private industry extended this practice to their higher employees first, and subsequently to the rest or their staff, but as a rule such holidays were granted to employees in commerce and offices rather than to industrial workers.

In time the movement spread. It had begun as a result of private initiative, but it soon came to be enforced by legislation in numerous countries. Progress in this direction was brought practically to a standstill by the war, but it was resumed more rapidly after 1919, either by national legislation of more or less extensive scope or by collective agreement.

A study made by the International Labour Office in 1926 showed that in Europe 19 million wage earners (or about 40 per cent. of the total) received an annual holiday in virtue of legislation or collective agreement. In addition, holidays were granted in many countries on the basis of established custom.

It will be remembered that the question of holidays with pay had attracted the attention of the First Session of the International Labour Conference at Washington in 1919. On several occasions since that date proposals for international regulations on the subject have been made, but other tasks were always held to be more urgent and it was not till 1935 that it came before the Conference for a first discussion.

After that discussion the Office, in accordance with the usual procedure, sent a questionnaire to the Governments of the States Members. In the light of their replies it drafted the texts submitted to the Twentieth Session of the Conference. In the final vote the Conference adopted by 99 votes to 15 a Draft Convention, the main provisions of which are summarised below.

The Convention will apply to persons employed in industrial and commercial establishments, subject to certain exemptions which may be prescribed by the competent authority in each country in respect of persons employed in family undertakings and persons employed in public services who are entitled to an annual holiday at least equal in duration to that prescribed by the Convention. (The Convention does not apply to domestic servants, hall porters, home workers or agricultural workers. For each of these categories the Conference adopted a resolution requesting the Governing Body of the International Labour Office to place the question on the agenda of an early session. With regard to seamen, the question will be dealt with by the special Maritime Session of the Conference which meets next October.)

Every person employed in undertakings covered by the Convention will be entitled after one year of continuous service to an annual holiday with pay of at least 6 working days, not including public holidays and interruptions of attendance at work due to sickness.

The holiday will be not less than 12 working days in the case of persons, including apprentices, under 16 years of age. The duration of the holiday is to increase with the length of service, under conditions to be prescribed by national law.

The remuneration paid during the holiday may be either the worker's usual remuneration, or the remuneration determined by collective agreement. It may be withheld if workers engage in paid employment during their holiday. Any agreement to relinquish the right to a holiday is void.

A person dismissed for a reason imputable to the employer will receive remuneration in respect of every day of holiday due to him.

A system of sanctions must be instituted in each country to ensure the application of the Convention

The Conference also adopted, by 98 votes to 15, a Recommendation urging States Members to take into consideration various suggestions concerning continuity of service in the event of interruptions of employment due to sickness, unemployment, etc., changes in management of the undertaking and in employments in which work is not carried out regularly throughout the year.

While, in exceptional circumstances, the holidays may be divided up, it is recommended that care should be exercised to ensure that such arrangements do not run counter to the purpose of the holiday, which is to enable the worker to make good the loss of physical and mental power during the course of the year.

The increase in the length of the holiday with the duration of service should be affected by regular stages. The remuneration of persons paid on a piecework basis, should be calculated over a sufficiently long period. It is recommended that some more advantageous system should be established for young persons and apprentices under 18 years of age.

THE REGULATION OF CERTAIN SPECIAL SYSTEMS OF RECRUITING WORKERS.

This question came up for a first discussion last year in the following terms : *The recruiting of labour in Colonies and in other territories with analagous labour conditions.*

Owing to the complexity of the problem it was decided to provide a broader title. The question itself, however, has not been altered : it relates to the provision of regulations for native workers, that is to say, in accordance with the actual terms of the Draft Convention adopted by the Conference, " workers belonging to or assimilated to the indigenous populations of the dependent territories of Members of the Organisation and workers belonging to or assimilated to the dependent indigenous populations of the home territories of Members of the Organisation."

In tackling this question the International Labour Organisation has reached a new stage in its work of extending labour legislation to native labour.

The first stage was the adoption by the Thirteenth Session (1930) of the Convention on forced or compulsory labour. The question of recruiting is closely bound up with this. It had been realised that the suppression of forced labour would not get rid of all forms of pressure to which it was desired to put an end. The other forms were studied by the Office and by its Committee of Experts on Native Labour. It was realised that the abolition of long-term contracts, the breaking of which involved penal sanctions, should be examined in the first place ; and the problem of recruiting, which was the aspect of this problem most urgently needing attention, was put on the agenda of the Conference, for it was observed that the danger of pressure occurred most often during recruiting operations.

The need for tackling these evils has been recognised for a long time, and international action goes back as far as 1895. The colonial Powers themselves have already adopted numerous regulations, as was indicated in the Grey Report last year.

At this point it may be useful to refer, briefly, to the special nature of the problem.

In colonial countries, particularly, there is a lack of a regular class of worker receiving wages, or at any rate such a category of workers is only just being formed. Various methods, therefore, have been resorted to in order to obtain the necessary labour for the development of the territory, the worst being slavery within the country or the purchase of imported slaves. Other methods of pressure (such as forced labour, servitude for debts, forced recruiting, etc.) were also used. Many of these have disappeared or are less widely practised ; but there is still a great deal to be done to remove existing evils.

Thus in the Draft Convention the term " recruiting " has a limited use. It does not apply to the engaging of a native worker offering his services directly to an employer but to operations undertaken with the object of obtaining or supplying the labour of persons who do not spontaneously offer their services, whether these operations take place in the territory in which the employment is provided or whether the aim is to import foreign labour to this territory.

The Draft Convention adopted by the Conference by 123 votes to 0 first defines the scope of the regulations in the above-mentioned terms as regards recruiting operations and the workers covered.

It provides that before approving any scheme of recruiting, the competent authority must take all necessary steps to avoid the risk of pressure being brought to bear and to deal with any other possible untoward effects on the populations concerned. It must take into account, among other things, the density of the population, demographic considerations and the possible effects of the withdrawal of adult males on the social life of the populations concerned. Recruited workers can be accompanied by their families and must not be separated from them at the place of employment. As far as possible, they must be grouped at the place of employment under suitable ethnical conditions.

After having laid down these general principles, the Convention deals with recruiting itself. It forbids public officers to recruit for private undertakings either directly or indirectly, except when the recruited workers are to be employed on works of public utility, for the execution of which private undertakings are acting as contractors for a public authority. Chiefs or other indigenous authorities must not act as recruiting agents, and must not receive any special remuneration or other special inducement for assistance in recruiting. Recruiting operations undertaken by individuals, employers, employers' agents or organisations of employers must be subject to the issue of a licence, granted for a fixed period, and which may be renewed or withdrawn. The licensee may not be assisted by a person in a subordinate capacity without the approval of a public officer, except, in certain circumstances, in the case of worker-recruiters.

Then various articles of the Convention set forth measures to be taken to protect recruited workers, including, in particular, a medical examination, supervision by a representative of the competent authority, and the provision of transport from the place of recruitment to the place of employment. There are special provisions for migrant workers.

Two articles of the Convention deal with possible exemptions and with the application of Article 35 of the Constitution of the International Labour Organisation, whereby each State Member must append to its ratification a declaration stating the territories to which it undertakes to apply the provisions of the Convention, with or without modification, and those to which it regards it as inapplicable.

The Conference also adopted by 119 votes to 0 a Draft Recommendation to the effect that, in addition to the regulation of recruiting, it should be a cardinal principle to be followed by the Members of the International Labour Organisation to direct their policy where necessary and desirable towards the progressive elimination of the recruiting of labour in favour of the spontaneous offer of labour. To this end the Recommendation suggests that the States Members should take measures to hasten the elimination of recruiting, more particularly by ensuring a general improvement in labour conditions and the standard of living of indigenous workers.

THE 40-HOUR WEEK IN PUBLIC WORKS

On the final vote the Conference adopted by 79 votes to 38 a draft Convention concerning the 40-hour week in public works.

This Convention applies to persons directly employed on building or civil engineering works financed or subsidised by central governments.

The competent authority may, however, after consulting the organisations of employers and workers concerned, exempt from the application of the Convention: (*a*) persons employed in undertakings in which only members of the employer's family are employed; (*b*) persons occupying positions of management who do not ordinarily perform manual work.

Hours of work may not exceed an average of 40 per week, except in the case of necessarily continuous work, for which the weekly hours of work may average 42.

The term "hours of work" means the time during which persons employed are at the disposal of the employer.

The number of weeks over which the above average may be calculated and the maximum number of hours that may be worked in any week will be fixed by the competent authority, after consultation with the organisations of employers and workers concerned.

The prescribed limits of hours may be exceeded for persons employed on preparatory or complementary work, or for persons employed in occupations which by their nature involve long periods of inaction. A similar authorisation may be given, in order to avoid a serious hindrance to the execution of a particular public work, on account of abnormal circumstances, in case of accident or *force majeure*, or in order to make good the unforeseen absence of one or more members of a shift.

Overtime must be remunerated at not less than one-and-a-quarter times the normal rate.

Three other articles deal with measures for the enforcement of the provisions of the Convention and for supervision. Finally, it is explicitly stated that nothing in this Convention shall affect any law, custom or agreement which ensures more favourable conditions.

Draft texts of a similar nature had been submitted to the Conference for the application of the principle of the 40-hour week in three other industries: building and civil engineering, iron and steel, and coal mines. The final vote on these three texts was as follows: 71 votes to 42, 67 votes to 40, and 66 votes to 37 respectively. As none of the Draft Conventions obtained the necessary two-thirds majority they were not adopted.

In order to ensure that the study of the question in respect of these three industries would be continued, the Conference adopted successively by 65 votes to 21, by 60 votes to 26 and by 60 votes to 25, three resolutions requesting the Governing Body of the International Labour Office to convene three tripartite technical conferences with a view to reaching an agreement concerning hours of work in the industries in question.

In connection with the question of the 40-hour week in the textile industry, which had come before it for the first time, the Conference refused by 54 votes to 47 to suspend its Standing Orders and have only a single discussion. It therefore applied the usual double-discussion procedure whereby a questionnaire will be sent to Governments, and it then decided by 71 votes to 29 to place the question on the agenda of the 1937 Session. It further adopted by 59 votes to 26 a resolution suggesting that a tripartite technical conference be convened to study the improvement of working conditions in the textile industry.

SAFETY PROVISIONS FOR WORKERS IN THE BUILDING INDUSTRY

This question was placed on the agenda of the Twentieth Session of the Conference in the following form: *Safety provisions for workers in the building industry with reference to scaffolding and hoisting machinery.*

Statistics collected by the International Labour Office clearly show the importance of this question. In all countries for which statistics are given the figures show that in the building industry both the frequency and severity rates of accidents are far higher than in most other industries. In general, the accident figures for buildings seem to be about double the average for all industries taken together. Only very few industries—mining, shipping and in some cases lumbering—show higher accident figures than building; but it should be remembered that these are precisely the industries which have to contend with natural phenomena such as explosions of gas, falls of earth and bad weather, which are extremely difficult or impossible to control.

A systematic study of accident causes shows that in nearly all countries more than a half of all accidents to building workers come under the heads of "falls" (of persons or objects), "transport" and "handling of objects." Numerically most important are "falls," which alone account for about one-third of all reported accidents in the Building Industry. No less than from two-thirds to three-quarters of fatal accidents are invariably accounted for by the above-mentioned three causes, and more than half of these accidents are due to "falls" alone. The position is much the same as regards serious accidents. Thirty-eight per cent. of the accidents resulting in permanent invalidity and 39 per cent. of those resulting in temporary invalidity are due to "falls." In 1931–32 about one-half of all accidents in Switzerland classified as "falls of persons" were falls from scaffolds, platforms, ladders and stairs; no fewer than 2,900 accidents were caused by scaffolds, which were responsible for 16·3 per cent. of the aggregate accident compensation costs.

It was with these considerations in mind that the Governing Body of the International Labour Office decided to bring before the International Labour Conference the question of the measures which should be taken to protect workers in the building industry from the special risks to which they are exposed, and to draw up in the first place international regulations for scaffolding and hoisting machinery.

This question came before the Conference this year for the first time and was not therefore intended to be dealt with in a Draft Convention. During this session the Conference had merely to decide the points on which the Governments should be consulted with a view to the preparation of international regulations at next year's session.

The Conference unanimously adopted the points which should form the basis for drawing up the questionnaire. These points deal with:

The form of the international regulations to be adopted to ensure the safety of workers in the building industry (Draft Convention incorporating a model safety code; Draft Convention containing general provisions stating principles, the detailed technical provisions being incorporated in a Recommendation; Recommendation only, in the form of a model safety code, etc.).

The scope of the regulations (construction of all types of buildings; work in connection with the repair, maintenance, demolition, etc., of existing buildings; provisions regarding possible exceptions, etc.).

Other questions to be put to Governments relate to measures for enforcement and supervision, labour inspection in the building industry, co-operation between employers, workers, and others concerned in the prevention of accidents, instruction in safety, etc.

The Conference decided by 109 votes to 0 to place the question of the safety of workers in the building industry on the agenda of the 1937 Session for a second discussion.

OTHER SUBJECTS DISCUSSED

In addition to the examination of the questions placed on the agenda with a view to the adoption of international regulations, the Conference had before it reports prepared by the International Labour Office on the following questions:

Workers' nutrition and social policy;
Opium and the workers;
Collective agreements;
The protection of migrant workers.

On the first two reports the Conference adopted resolutions submitted by delegates.

The last one was referred to a Committee which submitted a resolution expressing the hope that the study of the problem of migration would soon lead to conclusions which could be brought before the Conference.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Conference also had to consider the conclusions of the Committee entrusted with the task of examining the reports which, under the Constitution of the International Labour Organisation, States Members must send to the Office on the application of Conventions ratified by them.

It was noted that progress had been made in this field, for 620 of the 630 reports due had been submitted by Governments before the Conference opened.

RESOLUTIONS

The Twentieth Session also adopted a certain number of resolutions submitted by delegates, in addition to the resolutions already mentioned. These dealt with:

(1) The inclusion on the agenda of an early Session of the Conference of the question of the safeguarding of the freedom of association of individual workers, submitted by Mr. Winant and Miss Frieda Miller (United States Government delegates);

(2) Diseases due to dust, submitted by the same delegates;

(3) Unemployment, and in particular, technoligical unemployment, submitted also by the same delegates;

(4) The nutrition of the workers—calling, in particular, for the continuation by the International Labour Office of its study of this problem in collaboration with the technical organisations of the League of Nations, submitted by Mr. Schürch (Swiss Workers' delegate);

(5) Opium and the workers—noting the report presented by the Office and asking the Governing Body to recommend to Governments various measures calculated to combat this evil, submitted by Mr. Jouhaux (French Workers' delegate);

(6) The calling of international economic conferences by the League of Nations, submitted by Mr. Jouhaux and Mr. Kono (Japanese Workers' delegate) ;

(7) German emigration for political or racial reasons, submitted by Mr. Krier (Luxemburg Workers' delegate) ;

(8) The organisation of public works in relation to the employment of the workers, with a view to the placing of this question on the agenda of the next Session, submitted by Mr. Mertens (Belgian Workers' delegate) ;

(9) Labour inspection, with a view to the placing of this question on the agenda of the Conference, submitted by Mr. Jurkiewicz (Polish Government delegate) ;

(10) An enquiry into conditions of work in textile industries, submitted by Mr. Kono (Japanese Workers' delegate) ;

(11) Methods to promote the industrial development of the various countries so as to raise the general standard of living, submitted by Mr. Fulay (Indian Workers' delegate) ;

(12) The improvement of conditions of work in Asiatic countries, with particular reference to the convocation of an Advisory Tripartite Labour Conference of Asiatic Countries and the creation of an Asiatic Committee to meet every second year in one of these countries, submitted by Mr. Fulay and Mr. Kono ;

(13) Calendar reform, submitted by Mr. Garcia Oldini and Mr. Gajardo (Chilian Government delegates).

THE DISCUSSION OF THE DIRECTOR'S REPORT

As at every session, the Conference devoted several sittings to the discussion of the Director's Report, an analysis of which was given in the *Official Bulletin* for May.

Sixty-five Government, employers' and workers' delegates took part in the discussion: Mr. Tchourtchine (Employers, Yugoslavia), Mr. Cassimatis (Government, Greece), Mr. Benavides (Government, Uruguay), Mr. Ugarteche (Government, Peru), Mr. Amelink (Workers, Netherlands), Mr. Amaya (Employers, Argentine Republic), Mr. Li Ping-Heng (Government, China), Mr. Samarraiey (Government, Iraq), Mr. Tomas (Workers, Spain), Mrs. Gloerfelt-Tarp (Government, Denmark), Mr. Gastelu (Government, Ecuador), Mr. Leon (Government, Venezuela), Mr. Tzaut (Employers, Switzerland), Mr. Yérémitch (Government, Yugoslavia), Mr. Wistrand (Employers Sweden), Mr. Folsom (Employers, United States), Mr. Castresana (Employers, Venezuela), Mr. Kyrenius (Employers, Finland), Mr. Valeriu Roman (Government, Rumania), Mr. Koscinski (Workers, Poland), Mr. Markus (Government, U.S.S.R.), Mr. Kono (Workers, Japan), Mr. Yoshisaka (Government, Japan), Mr. de Vélics (Government, Hungary), Mr. Krekitch (Workers, Yugoslavia), Mr. Ferguson (Government, Irish Free State), Mr. Mannio (Government, Finland), Mr. Sodhbans (Employers, India), Mr. de Gouvêa (Government, Brazil), Mr. Garcia Oldini (Government, Chile), Mr. Mitchell (Employers, New Zealand), Mr. Buroz-Arismendi (Workers, Venezuela), Mr. Molin (Government, Sweden), Mr. Hurtado (Workers, Cuba), Mr. Sadak (Government, Turkey), Mr. Brooke (Employers, Union of South Africa), Mr. Palacios (Government, Spain), Mr. Shibusawa (Employers, Japan), Mr. Kitaoka (Government, Japan), Mr. Ruiz Guiñazu (Government, Argentine Republic), Mr. Chu Hsueh-Fan (Workers, China), Mr. Muniz (Government, Brazil), Mr. Brito (Employers, Cuba), Mr. Fulay (Workers, India), Mr. Piña Soria (Workers, Mexico), Mr. Belaunde (Government, Peru), Mr. Adle (Government, Iran), Mr. Trainer (Workers, Australia), Mr. Staud (Workers, Austria), Mr. Yepes (Government, Colombia), Mr. Harrison (Government, Australia), Mr. Cabrera (Government, Venezuela), Mr. de Quevedo (Government, Portugal), Sir Bhupendra N. Mitra (Government, India), Mr. Schürch (Workers, Switzerland), Mr. Berg (Government, Norway), Miss Miller (Government, United States), Mr. McKeen (Government, New Zealand), Mr. Thurston (Workers, New Zealand), Mr. Valdès Roig (Government, Cuba), Mr. de Oliveira (Workers, Brazil), Mr. Hedges (Workers, United States), Mr. Mertens (Workers, Belgium), Mr. Brown (Government, Canada), Mr. Lobo (Workers, Portugal).

In his reply, Mr. Harold Butler pointed out that no fewer than 65 speakers had taken part in the discussion, and the records of their speeches formed an extraordinarily interesting summary of the views and feelings which were current at the present moment on the economic situation and its social consequences. It was a significant and encouraging sign that 40 of the speakers came from overseas countries.

There had been a number of rather divergent judgments on his Report. It had been described as full of hope, full of pessimism, impregnated with a materialistic philosophy, and inspired by impracticable international idealism. Some of these criticisms cancelled each other out. In so far as he had been reproached for painting a dark picture, he was not disposed to plead guilty to any crime.

> "If," the Director continued, "the Report has drawn attention to dangers of the present situation, to flaws in the economic structure, to the precarious nature of much of the recovery which has so far been achieved, to the menace to future social progress which war and the fear of war constitute, I do not think it has been irrelevant. I believe myself that it is better to face these things than to indulge in a facile optimism ; in fact, I have sometimes been inclined to think that one of the dangers to international institutions is to acquire the habit of glossing over unpleasant realities by polite phrases and equivocal formulæ. If, therefore, I have said some things which may be described as pessimistic, I should not regard that as a matter for serious reproach provided that they are true."

But the Director doubted whether the whole tendency of the Report was quite as pessimistic as some delegates seemed to think. It seemed to bear testimony to considerable progress in many directions. In spite of the crisis there was no doubt that, during the last few years, considerable advance had been made in the social field. In the first place, there had been a change of outlook, in that it was now considered essential to economic and to political stability that there should be some measure of social justice and that that should be the conscious aim of Governments. In the second place, the

Report mentioned the fact that in spite of the tremendous pressure placed by the crisis on all social services the system of social insurance had not only weathered the storm but was now beginning to expand once more. A third point which had been gained since the depression set in was the recognition of the necessity of adopting public policies aiming at the maintenance of purchasing power, at maintaining the volume of employment and the standard of living. In the Report a number of examples were given of countries in which policies of that kind had been deliberately adopted and successfully adopted.

Then, again, in looking at the record of ratifications, the Director saw no ground for pessimism. The number now exceeded 700, and during the debate further ratifications had been announced. In the wider field of social reform in general, it was quite clear that progress was very far from having been arrested.

The Director referred to the adoption of new labour codes in Turkey and New Zealand, the preparation of a new code in Venezuela, etc. One had only to read the newspapers, he added, to realise that very considerable changes were taking place in the social structure in France. And there were other countries, such as Hungary and Iran, that had testified to the efforts which their Governments were not ceasing to make, in spite of economic difficulties, to improve their social system. All these things were by no means pessimistic in tendency.

The Conference at Santiago, continued the Director, was one of the most hopeful as well as most important events in the history of the Organisation in recent years. It opened up a new vision of the future. It brought the American countries closer to the Organisation than they had ever been before. The homage paid by various speakers to the courage of President Alessandri in making the Santiago Conference possible was more than deserved. The real importance of the Conference lay in the fact that it proved the possibility and the necessity of regional discussions. And it proved that such discussions could be carried on without in any way diminishing the authority or the universality of the Organisation.

It was true that general principles could only be discussed regionally in the light of general principles, and this was precisely the method adopted at Santiago.

The Director then mentioned the effect that was being given to the resolutions adopted by the Santiago Conference—the enquiries and studies that were being made on problems of special interest to the American continent.

That did not mean that there had been any slackening of interest or enthusiasm in the other extra-European countries. The suggestion had been made that the Santiago precedent should be applied to Asia. It was not the first time that the convening of an Asiatic Conference had been proposed. If there had not yet been a suitable occasion for convening such a Conference, the only conclusion one could draw was that the time was not yet ripe. So far as the Office was concerned, it was willing to do its part whenever the suitable moment came.

The Director then mentioned the difficulties of delegations from distant countries and the possible means of overcoming them.

There was no falling off of interest among the European countries. Relations with the U.S.S.R. were developing, not only through the visits of officials of the Office, who were able to bring back first-hand information and impressions, but also by the presence of representatives of the Russian workers at the Conference.

The Director then dealt briefly with the various suggestions made as to enquiries which the Office might usefully undertake : into the status of women, both legislative and economic, administrative methods in connection with unemployment insurance and old-age pensions, etc. He reminded the Conference of the work already done by the Officer in connection with migration, workers' nutrition, collective agreements, etc.

After referring to the importance of a suggestion by Mr. Mertens for improving the procedure of the Conference, the Director turned to the question of unemployment, which, he said, had largely dominated the whole debate. His belief in the inevitability of shorter hours and their economic soundness remained unchanged. He would like to draw particular attention to the testimony of Mr. Folsom, as an employer who had had practical experience of the forty-hour week.

> " Most of the discussion which has taken place up to now has been purely theoretical. A great many surmises, prophecies, anticipations—most of them gloomy—have come from the employers' side as to the probable effects of shorter hours. Mr. Folsom for the first time has given us some actual facts, and his conclusions seem to me to be particularly significant. He confirmed the view, which has always been maintained by the advocates of shorter hours, that they had produced more employment, or at any rate that they had prevented more unemployment ; and, secondly, he stated that it will probably be found that costs will not increase as much as theoretical calculations would indicate owing to off-setting factors. That is the really important point. It is usually assumed by those who oppose shorter hours that they will be applied to a static industrial situation. In point of fact, industry is always dynamic. There are always off-setting factors, there always have been in the past, and there will be in the future ; and for that reason I think the testimony as to the actual experience which is being gained in the United States is of particular value."

Proceeding, the Director dealt with the comments of various speakers on the subject of public works.

> " If," he said, " production has increased in the United States far more rapidly than the volume of employment, surely the need for supplementing the latter by State action is all the greater. At the same time, I have never claimed and I do not believe that public works alone provide a remedy for unemployment. They are only one part of a general policy. Nor can they be carried on indefinitely on borrowed money.
>
> " There are times when it may be good policy to unbalance a budget, as has been shown in

> Sweden and elsewhere, but a time must come whan a balanced budget becomes an essential element of confidence.
>
> " On the whole, after listening to the remarks which have been made on this problem, I am still of the opinion which I expressed in my Report, that expansionist technique which comprises a public works policy ' has made a very important contribution to the struggle against the depression.' That is not a complete remedy in itself, and more harm than good is done by the advocates of public works who claim greater efficacy for them than they can possibly possess."

A good deal of attention had been given during the discussion to the question of technological unemployment. It could hardly be doubted that the discrepancy between the recovery of production and the recovery of employment was largely due to the introduction of further labour-saving machinery and other devices. These devices were so quickly adopted and so warmly welcomed as relieving the burden of human toil that their extent was not perhaps always sufficiently realised. It might be true that no method had yet been devised of calculating with precision the proportionate part of technological progress in promoting unemployment; but no one could doubt that it was one of the most serious factors in the unemployment problem. The Office was constantly engaged on this problem, and hoped to publish before the end of this year a fresh attempt to analyse the problem.

But although a large proportion of unemployment was directly or indirectly due to technical causes, the main cause of the depression and unemployment was the shrinkage of demand, which meant the shrinkage of buying power. To put it simply, there was not enough money being used to buy things.

> " What are the answers that have been produced during the past five years ? In the first place, expansionist policies of one kind or another have undoubtedly helped many countries. In the Report, the examples of Belgium, Germany, Great Britain, Japan, Sweden, the United States and other countries were cited. Though their policies were by no means identical, all these countries and others made deliberate efforts to stimulate and restore buying power by monetary measures. By doing so—and this is an important point to note—they not only help themselves ; they also help others. This fact is not always appreciated, even by the countries which have benefited."

The Director found a striking example of this in the case of Finland, the situation of which he proceeded to analyse. He continued :

> " I have gone into this particular case in some detail, not only because of its intrinsic interest, but because it shows very clearly three things : the intricate way in which countries are knit together in their economic fortunes ; the vital importance of international trade ; and, above all, the fact that the favourable effects of an expansionist monetary policy are felt not only in the country practising that policy but also in other countries economically linked to it. Every country that achieves recovery—as distinct from waiting for it—and which keeps up its trade with the outside, helps not only itself, but the whole world.
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> " During the discussions of the last four days the unanimity of workers', employers' and Government delegates in condemning the barriers imposed on international trade has been striking. From every quarter—from Japan, from Latin America, from Central Europe—the damage done by locked exchanges, quotas and excessive tariffs has been reported. As many delegates have pointed out, the erection of barriers by one country forces similar action on others, and at the same time is ultimately responsible for the tangle of export subsidies, bounties and other dubious devices. Events have shown beyond a doubt that the only way to freer trade is by reviving purchasing power at home. Only when there is a strong demand for home products are countries disposed to admit foreign goods. It is for this reason that expansionist policies are gradually tending towards lowering trade barriers, and that the prosperity which they have produced at home tends to communicate itself to other countries."

The Director then dealt with the arguments in favour of countries supplying their own requirements as far as they can do so. Nobody believed that 100 per cent. free trade was possible in the present world, any more than they believed that 100 per cent. autarky was possible. But we must bear in mind the consequences which this policy is likely to produce.

> " It has been the consistent teaching of economic history that, as international production develops and manufacture expands, higher standards of living result. In turn, the demand for raw materials and specialised goods of all kinds naturally increases, and as no country, with the possible exception of the United States of America and the Union of Soviet Socialist Republics, can make any approach to producing the raw materials which its industries require, the inevitable effect of the industrial development of a country has always been an increase in its international trade. It is not the case that the more a country produces, the less it needs. Precisely the converse is what has always happened. The best customers for industrial countries are not agricultural countries, but other industrial countries with widely-diversified needs and a high standard of living. It is for that reason that I still believe that international trade is a sound barometer of expanding production and rising wealth.
>
> " But it is the wider aspects of freer exchanges to which my Report tried to draw attention. No doubt there is much to be said for the economic argument that the free exchange of goods between countries makes for maximum production at minimum cost. Undoubtedly this is an important reason for opposing the erection of trade barriers. But there is still another reason, and a much more important one. With the aid of modern industrial technique, any reasonably well-governed country can obtain capital, can purchase the necessary raw materials, and can attain a progressively-rising standard of living, but only on

one condition—that the markets of the world are open to it. If this condition is fulfilled, if it can sell the goods which it produces abroad, the fact that its own soil may be poor or lacking in the most important raw materials is of slight importance. But if the gates are shut against its exports, then the position is precarious. Raw materials cannot be purchased because the necessary foreign exchange is unobtainable. In a world partitioned off by trade barriers, there can be no social justice between nation and nation and the peace of the world is inevitably imperilled."

In support of freedom of trade the Director referred to the situation of countries with a large population and a shortage of raw materials. He continued :

> " I do not suggest that there should be any abrupt reversal of gears, which at the present stage would probably produce more dislocation than advantage. But if there is to be peace, the peoples of the world must have the possibility of attaining a reasonably high standard of living within their own territories. Without this there is a real danger that the potentialities of the machine may be turned to the service of war rather than to the advancement of civilisation. No one who honestly looks at the present state of the world can avoid feeling an anxiety as to the immediate future. The grounds for that anxiety are largely economic. If a real attempt were made to grapple with the causes of distress and discontent, which are now sufficiently patent to everybody, by vigorous international action there would be an immediate relief of the political tensions which are keeping the world in a constant state of apprehension. If that were done, the prospects for the future, so far from being gloomy, would immediately be transformed and we might look forward to better material and moral conditions than any previous generation has known. But in order to reach that goal, far-reaching changes are necessary.
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> " From various quarters in this Conference the suggestion has been made that another World Economic Conference should be convened. Past experience hardly warrants the view that such a Conference will be timely until the foundations of general agreement have already been laid. It can hardly be claimed that such is at present the case ; but if the necessary initiative and decision were forthcoming from some of the countries whose part in the world's economic and financial affairs invests them with the greatest measure of responsibility, the beginnings of the foundation might now be laid.
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> " Various delegates have expressed the view that the International Labour Organisation should extend its sphere of activity and attempt to deal directly with the wider economic and financial problems upon which social progress depends. No doubt the frontier between social and economic problems is not something which can be drawn with precision, nor is its location constant. Its relative position may change as economic and social problems take new shapes. The force of this Organisation in the future will lie in its capacity to adapt itself and to deal effectively with social problems in whatever forms they may arise. If we look at its past history, I think we can face the future without misgiving. In the space of sixteen years this Organisation has established itself. It has devised an effective method of work ; it has developed an *esprit de corps* among its Members ; it has achieved substantial results.
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> " Even during the depression, so far from recoiling, it has continued its advance at an accelerated pace. That in itself should be sufficient ground for confidence and optimism so far as the future of this Organisation is concerned. I do not think it would be wise to endanger the stability of the structure which we have reared by trying to add another storey to it. For the present, we may reflect with satisfaction that this Organisation has made a great and growing contribution to the settlement of the social problems which are its primary concern, and that in doing so it has pointed the way towards some of the economic measures which have been adopted to combat the depression.
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> " What is now needed is to bring the causes of political discord into relation with the problems of social and economic policy. If the economic element at the root of international differences and disturbances could be isolated and dealt with, a large part of their sting would be removed. The darkness of the present outlook is largely due to the fact that no such synthesis of politics and economics has yet been undertaken or even contemplated in the international field. Until it happens, the social prospects for the future must remain clouded and anxious, and it will be difficult for the Director in his annual Report to express any unqualified optimism without being false to his duty.
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> " It has been gratifying to find that so many Delegates have emphasised the dangers to social progress and to economic equilibrium which excessive armaments and political uncertainty are causing and are bound to cause. They have acquitted me of any possible charge of being an undue alarmist. To ignore these things would be foolish. To realise their import is perhaps the best way to avert the perils which they involve.
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> " If the Report presented to the Conference and the discussion which it has provoked have made any contribution to strengthening the forces making for peace, they will not have been in vain."

Notwithstanding the difficulties concerning some of the draft texts concerning the 40-hour week, the Session ended in an atmosphere of hope.

In his closing speech the President, Mr. Bramsnaes, mentioned that some people might regret that the number of Conventions adopted at the Session had not been higher. He added :

> " I very well understand that feeling, but, as I had the opportunity of saying in my opening speech, it is not only the Conventions which count when we have to measure the results of our Organisation.
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> " The fact that a question has been on the agenda of the Conference, that it has been considered and voted on in the framework of the International Labour Organisation, places the

question in the foreground of the discussions everywhere where social questions are discussed. This applies in my opinion to the question of the reduction of hours of work. I am convinced that the discussion which has taken place on this question at the Session which is now closing will prove to be of real value when the question is considered in the various countries and that it will contribute to settle this very important problem.

" On the whole it is my sincere feeling that we can regard the future of the International Labour Organisation with confidence and optimism. This leads me to say that at the present moment when other spheres of international life are hampered by many and unforeseen difficulties, no efforts should be spared to strengthen the International Labour Organisation, which has proved to be a vital and successful section of international activity."

Mr. Winant, Government Vice-President, after paying a tribute to the President and associating himself with the congratulations expressed to the staff, continued :

" A kindly English philosopher speaking in my country a year or more ago suggested that ' Ideal aims, business-like methods, the sportsmanlike spirit : these three singly are ineffective, in combination they are irresistible.'

" Our objectives are peace and social justice ; we have mastered the techniques of international discussion and in the hearts of those gathered here is the genuine instinct of fair play and good sportsmanship. May we realise our opportunity by accepting a good heritage and daring to go forward with our eyes on higher lodestars."

Mr. Vanek, Employers' Vice-President, spoke to the same effect. He considered that in adopting three new Draft Conventions the Conference had made a further advance along the path laid down for it by Part XIII. of the Treaty of Peace. He went on :

" It is true that we have not succeeded in adopting Conventions on all the subjects on our Agenda, but we foresaw this result. Under present economic conditions in Europe and in the world, it is extremely difficult for us to progress in the direction suggested."

Mr. Mertens, Workers' Vice-President, frankly admitted that his comrades were disappointed at the failure, on account of the necessity for a two-thirds majority under the Standing Orders, to realise a reform for which the whole working-class was anxiously waiting. He continued :

" We are entitled as a working class to expect more than that which we have received during the present Session of the Conference.

" I should be the last to decry the value of the Conventions adopted and the resolutions which the Conference has accepted, but we are entitled to think that the Conference this year would have realised our expectations better if it had taken more complete action on the subject of the 40-hour week, and would have done more to free us from the demon of unemployment which has been reducing us to misery for years. We know well enough that a number of decisions and resolutions have been taken by the Conference. We dare to hope that these resolutions, without exception, will not be buried in the pigeon-holes of the International Labour Office but that the Governing Body will heed our wishes and legitimate hopes, and will give to the resolutions the full effect which we are entitled to demand."

In conclusion Mr. Mertens associated himself with the tributes paid to the President, the Director and his staff and expressed the hope that their efforts, backed by the goodwill of those who believe in the future of the International Labour Organisation, would lead to the desired goal, which was to increase the well-being of the working-classes.

SEVENTY-SIXTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Seventy-Sixth Session at Geneva on 2 and 22 June, 1936, under the chairmanship of Mr. Riddell (Canada).

Freedom of Association.—The Governing Body considered the report of the Committee on Freedom of Association on the effect to be given to a resolution adopted by the International Labour Conference in 1935 on the proposal of Mr. Yagi, Japanese Workers' Delegate. At the end of its report the Committee recommended the Governing Body to place the question of safeguarding the right of association of individual workers on the Agenda of an early Session of the Conference.

Mr. Oersted (Employers, Denmark) said that he would be the last to oppose a Convention on the right of association both for workers and employers, since in his country that right had long since been recognised. Freedom of association was an excellent principle, but its meaning must be clearly defined. For that reason he proposed that the question should be referred back to the Committee, in order that the terms used in the report might be more exactly defined and further details submitted as to the provisions of any Convention which might be drawn up on the subject.

Mr. Jouhaux (Workers, France) opposed the proposal to refer the matter back to the Committee. After seventeen years it was time that the International Labour Conference confirmed the principle of freedom of association, which was laid down in the Constitution of the Organisation. The question at issue was that an employer should not have the right to discharge a worker because he belonged to a trade union.

Mr. Vaněk (Employers, Czechoslovakia) supported Mr. Oersted's proposal that further information should be obtained and suggested various amendments in the drafting of the report of the Committee on Freedom of Association.

Mr. Rieve (Workers, United States of America) emphasised the importance of the question for the workers in the United States, where the employers frequently discriminated against trade union workers. It was often difficult, however, to prove that a worker had been discharged for belonging to a trade union, and not for some other reason. He urged that the problem should be submitted to the International Labour Conference as soon as possible.

Mr. Serrarens (Workers, Netherlands) spoke to the same effect as Mr. Rieve and Mr. Jouhaux. The members of the Christian trade unions were as anxious as the workers in any other unions that the fundamental principle of freedom of association should be confirmed.

Mr. Yoshisaka (Government, Japan), speaking as Chairman of the Committee on Freedom of Association, explained that the Committee in its report had endeavoured to define exactly the question to be submitted to the Conference.

Mr. Forbes Watson (Employers, Great Britain) said that he was in favour of freedom of association, as applied in his country. He was, however, opposed to any extension of this principle which would result in compelling workers to join trade unions. He therefore supported Mr. Oersted's proposal to refer the matter back to the Committee.

Mr. Rice (Government, United States of America) supported the Committee's proposal to place the question on the Agenda of an early Session of the International Labour Conference.

Mr. Norman (Government, Great Britain) proposed that a record of this debate in the Governing Body should be sent to the Committee with a request that it should submit its observations on each of the points which had been raised during the discussion.

Mr. Oersted (Employers, Denmark) withdrew his proposal in favour of Mr. Norman's.

Mr. de Michelis (Government, Italy) pointed out that it was not necessary for the Governing Body to take a definite decision at this Session as to placing the question of the right to associate on the Agenda of a particular Session of the Conference. It had merely to adopt or reject the report of the Committee on Freedom of Association, which asked the Governing Body to consider the desirability of placing the question on the Agenda of an early Session of the Conference. In the circumstances, he saw no reason to refer the whole question back to the Committee for a further report.

Mr. Norman's proposal was rejected by 17 votes to 8.

By 19 votes to 7, the Governing Body adopted the report of the Committee on Freedom of Association.

Procedure for the Election of the Chairman of the Governing Body.—It will be remembered that at the Session which it held in April, 1936, the Governing Body had confirmed the principle that the regular members of the three Groups (the Employers' and Workers' Groups as well as the Government Group) were eligible for election to the office of Chairman.

At this Session the Governing Body had still to deal with the question of the re-eligibility of the Chairman.

By 15 votes to 12, the Governing Body decided that the Chairman should not be re-eligible until three years after he ceased to hold office.

The Director's Report.—The Governing Body considered the Director's Report on the work of the Organisation. Various administrative decisions were taken concerning the Twentieth Session of the International Labour Conference.

In connection with the Preparatory Technical Tripartite Meeting on reduction of hours of work in printing and kindred trades which is to be held during the winter, it was decided that all States Members of the Organisation in which the number of workers in these trades exceeds 15,000 should be invited to the Meeting.

Automatic Coupling.—On the proposal of the Sub-Committee on Automatic Coupling, it was decided that the International Labour Office should send a questionnaire to the Governments concerned with a view to obtaining more definite information on the automatic-coupling systems used on the different railways.

Minimum Age of Admission to Employment.—It will be remembered that there are at present four international Conventions, adopted in 1919, 1920, 1921 and 1932, which fix the minimum age at fourteen for industrial employment, employment at sea, employment in agriculture and non-industrial employment respectively. At its 1935 Session the International Labour Conference, after discussing the means of mitigating unemployment among young persons, recommended that the minimum age should be raised from fourteen to fifteen, and that the existing international Conventions should be revised to that effect.

As a result of those recommendations the Governing Body decided to place on the Agenda of the 1937 Session of the Conference the question of the revision in whole or in part of the 1919 Convention *fixing the minimum age for admission of children to industrial employment* and of the 1932 Convention *concerning the age for admission of children to non-industrial employment.*

It placed the revision in part of the 1920 Convention *fixing the minimum age for admission of children to employment at sea* on the Agenda of the Maritime Session of the Conference which will be held in October, 1936.

It adjourned until November the question of the revision of the Convention *concerning the age for admission of children to employment in agriculture.*

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International Labour Organisation

1936. Nos. 7–8 JULY–AUGUST

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VISIT TO THE INTERNATIONAL LABOUR OFFICE OF MISS FRANCES PERKINS, SECRETARY OF LABOUR OF THE UNITED STATES

The active collaboration of the United States in the work of the International Labour Organisation has once again been brought into evidence by an official visit which was paid to the International Labour Office by Miss Frances Perkins, Secretary of Labour, on 9, 10 and 11 August, 1936.

On the morning of 9 August Miss Perkins was received by the Acting Director, Mr. E. J. Phelan, and the higher officials of the Office. Mr. Phelan, in welcoming Miss Perkins on behalf of the Director, stressed the importance of the entry of the United States of America into the International Labour Organisation.

Miss Perkins, in reply, expressed gratification at the warmth of the reception given her, and said :

> I want to tell you that we, in the United States, are trying to put into effect some of the programme which you have worked out here, and upon which you are working continuously ; that we are trying to build up that same sense of co-operation between the Government and the people, between the Governments of the States and the Federal Government, that your Organisation here has so well worked on, and for which it furnishes so adequate a pattern. I cannot tell you what respect I have for the work of this Organisation, nor how grateful I have been for so many years for the results of its work which have been embodied in reports, which, after all, are the basic understanding of these problems in modern times —nor can I tell you how grateful we have all been for the help and assistance of individuals in this Organisation for their analysis of, and concrete attention to, a particular labour problem in the United States. That, as you know, Mr. Phelan, was of tremendous assistance and importance to us in seeing what were going to be the regulations and plans for our social assistance laws. Without the help of members of the staff of your Organisation, I do not think we could have made the headway we have made in the organisations for that particular problem.

On Tuesday, 11 August, Miss Perkins was the guest of the Office at a luncheon attended by the Chairman of the Governing Body and a number of the representatives of Governments accredited to the International Labour Office, including Mr. de Blanck (Cuba), Mr. Estrada Cajigal (Mexico), Mr. Gabriel Turbay (Colombia), Mr. Andrews (South Africa), Mr. García Oldini (Chile) and Mr. Chalmers (United States).

Mr. Riddell, Chairman of the Governing Body of the International Labour Office, said that as the representative of a North American State which had maintained friendly relations with the United States for over a hundred years, he was happy to welcome Miss Perkins. He was glad to see that the United States was taking a more and more active part in the International Labour Organisation.

Mr. Phelan recalled the growing collaboration between the United States and the International Labour Office, dating from the leading part played by the late Samuel Gompers, President of the American Federation of Labour, at the Peace Conference. He also recalled the sympathy and understanding shown by Franklin D. Roosevelt, then Assistant Secretary of the Navy, in the organisation of the Washington Conference.

He then outlined the more recent developments in the relationship between the United States and the I.L.O., and paid tribute to the statesmanship of Miss Perkins, which, he said, had enabled her to see the service the United States could render to the world through adherence to the I.L.O. as well as the assistance the I.L.O. could give the United States.

Miss Perkins thanked Mr. Phelan and Dr. Riddell, and said that she had been tremendously impressed by the integrity and far-sightedness of those directing the I.L.O., as well as by the way its activities for the promotion of human welfare had been developed.

> I am glad to say here, she declared, that the International Labour Office and its method of operations is, I think, particularly sympathetic to Americans. . . The representative character of this body and of its Governing Body is something which Americans, generally, understand and are able to co-operate with. . .

> And then, of course, we are impressed and highly sympathetic toward the feeling of co-operation among peoples rather than co-operation among Governments, and this is effectively represented in the organisation of this institution, here, that is a real co-operation among peoples where the Governments have only a one-third vote in the deliberations.

Reviewing the work that had been done by the Government to combat the depression in the United States, Miss Perkins said:

> We have actually put to work in private employment in the United States five and a half million people; and, measured from the low point of the depression, which was in February, 1933, five and a half million more people are employed in private industry than were employed in February, 1933, and some three million people have gone back to the agricultural occupations from which they originally came into industry, because of boom times. They have gone back into agricultural occupations because of the fact that the ability of the Government to improve the agricultural income made it possible for them to go from city industrial life back to the agricultural life with which they were familiar, without unnecessary loss of status or income.
>
> We have also got a picture of something like three million people employed by the Government in various types of public works. The application of the principle of public works as a means of relieving the necessities of those who are unemployed was a determined effort to improve income for agricultural groups and to stimulate industry, both by public works and by shortening hours, so as to make possible the re-employment of a number of people who were formerly out of work.

Miss Perkins then went on to discuss the social security programme. In this connection she said:

> In many ways those of you who come from European countries, where social considerations have had much greater weight with the Government in the development of industry, will regard this as a mere beginning. But I want to assure you that it is a very solemn and conscientious effort by all the people of America. They really want to lay the foundation of a new and better type of civilisation in the United States.
>
> I want to thank you and the International Labour Office for your co-operation and for your assistance, particularly on the technical details which have been so difficult for us in our great country, for giving us advice and assistance in detail upon some of these intimate problems which have to do with the development of the larger ambitions of the people of the United States to make that country a good country for all of its peoples to live in.

During the course of her visits to the Office Miss Perkins had the opportunity of exchanging views with the Acting Director and various Chiefs of Section on problems at present under consideration by the International Labour Organisation which are of special interest to the United States.

FRESH RATIFICATIONS OF INTERNATIONAL LABOUR CONVENTIONS

Since the Twentieth Session of the International Labour Conference closed, the International Labour Office has been officially informed of several fresh ratifications of International Labour Conventions.

Great Britain has ratified seven Conventions, namely, those concerning compulsory old-age insurance for persons employed in industry or commercial undertakings, in the liberal professions, and for outworkers and domestic servants; compulsory old-age insurance for persons employed in agricultural undertakings; compulsory invalidity insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants; compulsory invalidity insurance for persons employed in agricultural undertakings; compulsory widows' and orphans' insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants; compulsory widows' and orphans' insurance for persons employed in agricultural undertakings; all six adopted by the International Labour Conference at its Seventeenth Session in 1933; and the Convention concerning the employment of women on underground work in mines of all kinds, adopted by the Conference at its Nineteenth Session in 1935.

This last Convention has also been ratified by the **Irish Free State, Sweden,** and the **Union of South Africa.**

Austria has ratified the Convention concerning workmen's compensation for accidents, adopted by the Conference at its Seventh Session in 1925.

Norway has ratified the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the Conference at its Second Session in 1920, and that concerning the reduction of hours of work in glass-bottle works, adopted by the Conference at its Nineteenth Session in 1935.

At 31 August, 1936, the total number of officially registered ratifications of International Labour Conventions was 723.

THE GROWTH OF THE CO-OPERATIVE MOVEMENT

For all the countries for which data were available, the International Labour Office has compiled statistics for over 63,000 consumers' co-operative societies with 90 million members, over 62,000 housing co-operative societies with 14 million members, and nearly 488,000 agricultural co-operative societies with 44 million members.

For the financial year 1934 or 1934–1935, the total trade of the consumers' co-operative societies amounted to nearly 63,000 million Swiss francs, that of the agricultural co-operative societies to over 7,000 million, while the amount of capital insured (against fire, stock diseases and other risks) by the Agricultural mutual insurance societies exceeded 6,000 million Swiss francs, and the turnover of rural and urban co-operative credit societies 109,000 million Swiss francs.

These figures appear in the new edition of the **International Directory of Co-operative Organisations,** which is published by the International Labour Office and contains interesting statistics of the co-operative movement during the depression.

The first part contains the list of co-operative organisations. The most recent information available is given for 728 central organisations in 57 countries. The particulars given in regard to each organisation are its name (with translation in French, English and German), its address, the date of its foundation, its chief officials, its publication (with the intervals at which it appears and the size of the edition), its national and international affiliation, the number of members, both societies and individual members, and some indication of the amount of business done.

The second part gives, in the form of tables, supplementary figures relating to the various activities of most of the organisations enumerated. Table A shows the amount of capital and reserves, balance-sheet total, total trade, etc., of 262 central organisations other than banks, credit or insurance organisations. Table B is confined to co-operative banks and central organisations of credit co-operative societies, and Table C relates to co-operative insurance societies and central mutual insurance funds.

The third part, which was introduced for the first time in the preceding edition, has been enlarged. The principal numerical data concerning 14 classes of primary co-operative societies and 12 classes of central co-operative organisations are classified and recapitulated in 31 tables which give totals for each class, both for each country and for the whole world, and thus constitute an experimental form of international statistics of central co-operative organisations and their affiliated societies.

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THE INTERNATIONAL LABOUR CONFERENCE AND PROBLEMS OF MARITIME LABOUR

The two Maritime Sessions* of the International Labour Conference which were held in Geneva from 6 to 24 October, 1936, under the chairmanship of Mr. Paal Berg, first Government delegate of Norway, achieved highly successful results.

In an effort to give full effect to the work which was begun at Genoa in 1920 and which has since been carried on amid innumerable difficulties, the Conference succeeded in obtaining favourable decisions on all the questions on the agenda. As a result, it may now be said that the international regulation of seamen's conditions of employment, of which it had hitherto been possible only to deal with certain special aspects, is at last based on a broad foundation.

For the first time in the history of the shipping industry—one of the most international of all trades—a minimum set of common regulations for the protection of seamen has been established for all countries. Hours of work on board ship, manning, holidays with pay, protection in case of sickness, seamen's welfare in ports, and the professional capacity of ships' officers will be governed by minimum standards embodied in an international code drawn up by the maritime countries themselves, within the framework and in the spirit of the general regulations already accepted for all other workers as a whole.

It should be noted that of the 33 States represented at the Conference, 29 were maritime countries possessing an aggregate of 51 million tons of merchant shipping, or 84 per cent. of the total tonnage of the world.

It was, moreover, by majorities much bigger than the statutory two-thirds that the Conference adopted six Conventions and two Recommendations which, taken as a whole, certainly form the greatest contribution the International Labour Organisation has made towards social progress in maritime matters since its foundation 17 years ago.

For 17 years, seamen have been demanding the 8-hour day which, in virtue of the Washington Hours Convention, was already a recognised international rule in land industries. They have now obtained satisfaction. By 62 votes to 17, the Conference definitely adopted a Convention which regulates hours of work on board merchant vessels engaged in international voyages, on the basis of an 8-hour day and in accordance with the system of three watches. A supplementary Recommendation calls on the maritime countries to study the possibility of extending these provisions to classes of vessels and crews not covered by the Convention. From an international standpoint, this long-awaited reform will mark the beginning of a new era for seamen in many countries. For those maritime States which already possess legislation based on similar principles it will provide a guarantee against unfair competition based on lower working conditions.

By 60 votes to 15 the Conference also adopted an international Convention guaranteeing annual holidays with pay for seafarers: not less than 12 working days for ships' officers, and not less than 9 working days for members of the crew.

By two other Conventions, adopted respectively by 70 votes to 14 and 60 votes to 5, it established a complete system for the protection of seamen in case of sickness. One of these Conventions requires shipowners to provide sick or injured seamen with the necessary medical care and maintenance until their recovery or until the sickness or incapacity has been declared of a permanent character, while the other establishes compulsory sickness insurance for seamen.

The Conference adopted by 80 votes to 9 a Convention stipulating that no person may take charge of a watch on board ship unless he holds a competency certificate issued or approved by the competent public authority. This Convention is primarily intended to ensure safety at sea.

---

* Constituting the Twenty-first and Twenty-second Sessions of the Conference.

The agenda of the Twenty-first Session included the following items: hours of work on board ship and manning; protection of seamen in case of sickness; seamen's welfare in ports; the professional capacity of ships' officers; and holidays with pay for seamen. The Twenty-first Session had already been convened when the Governing Body of the International Labour Office decided to submit to the Conference the question of the partial revision of the Minimum Age (Sea) Convention of 1920 and consequently it was then too late to include that matter on the agenda. Without in any way infringing the statutory time-limits, the Governing Body was able to convene a further Session—the Twenty-second—to examine the new question.

The Conference adopted by 88 votes to 0 a Recommendation urging the States to take various measures in their ports to promote the welfare of seamen landing there, and to guarantee minimum facilities for the protection of their health and material well-being.

Finally, by 81 votes to 0, the Conference amended the text of the Minimum Age (Sea) Convention of 1920 so as to prohibit the employment of children under 15 (instead of 14) on board merchant vessels.

* * *

A short summary of each of the decisions adopted by the Conference is given below.

HOURS OF WORK AND MANNING

The regulation of hours of work on board ship is perhaps the most difficult of all the questions which have ever been submitted to the International Labour Organisation since its inception. It is certainly one of those which have caused the most lively controversy. This naturally enhances the value of the Convention adopted on 24 October, 1936, which, 17 years after the Washington Hours Convention, at last extends the principle of the 8-hour day to seamen and, by establishing the three-watch system and fixing minimum manning requirements for vessels, introduces a scheme of rational organisation into work on board ship.

The Convention adopted includes the following essential provisions :

I.—*Hours of Work—Scope*

(*a*) As to vessels : The regulation of hours of work applies to every sea-going mechanically-propelled vessel, whether publicly or privately owned, which is employed in the transport of cargo or passengers and is engaged on an international voyage, by which is meant any voyage from a port of one country to a port outside such country, colonies, etc , being regarded as separate countries.

The Convention does not apply to sailing vessels with auxiliary engines or to vessels engaged in fishing, whaling or similar pursuits or any operations directly connected therewith.

National laws may, in certain conditions, exempt vessels exclusively engaged in voyages to nearby ports of neighbouring countries.

(*b*) As to persons : The Convention does not apply to masters and officers in charge of departments who do not keep watch, wireless operators, pilots, doctors and nursing staff, and certain classes of persons who, strictly speaking, cannot be deemed to be wage earners or members of the crew.

Hours of Work

Hours of work mean time during which a member of the crew is required to do any work on account of the vessel or the owner, or to be at the disposal of a superior outside the crew's quarters.

Hours of work are based on the three-watch system and therefore on an 8-hour day.

Usual working hours are applied *in port* whenever sea watches are suspended, that is to say, normally if the vessel is expected to stay in port more than 24 hours following its arrival, unless in the judgment of the master the safety of the vessel would be prejudiced thereby. Hours of work may not exceed 8 in the day nor 48 in the week for deck ratings and officers, engine-room and stokehold ratings and officers, including apprentices and cadets, or 8 in the day for ratings in the catering and clerical departments.

Hours of Work at Sea

The regulations may be modified in respect of hours of work at sea and on arrival and sailing days, in order to meet requirements of navigation which entail continuous work.

The provisions differ according to :

(1) the tonnage of the vesel for which two categories are established : over 700 tons and over 2,000 tons.

(2) the categories of crew, which are here used as a basis for a summary analysis of the regulations.

A. *Deck staff* (including officers, apprentices and cadets) :

(*a*) whose work is organised in watches : 8 hours a day, 56 hours a week.

These limits apply only on vessels of over 2,000 tons.

(*b*) staff employed as day workers on board vessels of more than 700 tons, 8 hours a day, 48 a week.

B. *Staff and engine-room and stokehold* (including officers, apprentices and cadets) :

(*a*) whose work is organised in watches : 8 hours a day, 56 hours a week ;

(*b*) employed as day workers : 8 hours a day, 48 hours a week.

These limits apply to vessels of over 700 tons.

C. *Catering and clerical staff :*

(1) On passenger vessels, hours of work in the catering and clerical departments must be arranged so as to ensure a minimum of 12 hours' rest during any period of 24 hours, including a rest period of at least 8 consecutive hours ;

(2) On cargo vessels, hours must not exceed 10 in the day.

National laws or collective agreements will define to what extent and in what conditions hours of work may be prolonged beyond the above limits on days of arrival or departure.

Overtime

Overtime to meet the requirements of service may be required at sea in certain specified conditions.

Ratings and deck and engineer officers may be required to work overtime entitling them to compensation provided that no regular use is made of overtime.

No rating under the age of 16 may work at night.

The various limits do not apply to urgent work, safety or rescue work, extra work resulting from an unforeseen reduction in the number of officers or ratings in the course of the voyage, or extra work required for purposes of customs or health formalities, etc.

II.—*Manning*

Every vessel of over 700 tons must be sufficiently and efficiently manned for the purposes of : (1) safety of life at sea, and (2) making possible the application of the rules relating to hours of work.

The minimum manning requirements laid down are as follows:

(*a*) *Deck officers:* in addition to the master: 2 on vessels of over 700 tons, 3 on vessels of over 2,000 tons.

(*b*) *Engineer officers:* 3 on vessels of over 700 tons or on vessels with engines exceeding 800 indicated horse-power. The application of this provision may be postponed for a period not exceeding 5 years from the adoption of the Convention in the case of existing vessels not exceeding 1,500 tons or with engines not exceeding 1,000 indicated horse-power.

(*c*) *Deck ratings:* the Convention lays down minimum limitations with regard to number, physical capacity and efficiency. In other words, the ratings carried must include a given number of persons satisfying certain conditions as to physical capacity and efficiency, namely, that they are at least 18 years of age and have had at least 3 years' sea service or hold a certificate testifying equivalent efficiency.

As a rule on board vessels of over 700 tons the number of deck ratings carried must be sufficient to allow of three ratings being available for each navigational watch. In particular, the following minimum numbers of ratings must be carried:

(*a*) in vessels of 700 to 2,000 tons: 6, including 4 fully qualified;

(*b*) in vessels of more than 2,000 tons: 9, including 5 fully qualified.

If in the course of a voyage the number of officers and ratings falls below the minimum required, the master is entitled to make up the deficiency at the first reasonable opportunity.

III.—*General Provisions*

The shipowners', officers' and seamen's organisations concerned must be taken into consultation in the framing of all laws or regulations for giving effect to the provisions of the Convention.

National laws must make provisions for measures of enforcement and supervision, prescribe adequate penalties, and guarantee the payment of overtime.

Nothing in the Convention may affect any law, award, custom or agreement between shipowners and seamen which ensures more favourable conditions than those provided by the Convention.

Vessels existing at the date of the adoption of the Convention in respect of which circumstances are such that the provision of fresh accommodation or other permanent equipment for an increased crew is not reasonably possible may be exempted from the application of the Convention in certain conditions and subject to certain guarantees.

Further exemptions may be made in respect of the colonial territories of a State Member referred to in Article 35 of the Constitution of the International Labour Organisation, provided that the Member defines such territories when ratifying the Convention.

The Convention will come into force six months after the date on which there have been registered by the League of Nations the ratifications of five Members of the Organisation each of which has a tonnage of not less than one million tons.

To this Convention the Conference added a Recommendation urging States Members to carry out, in the light of the above provisions, an enquiry into conditions on board vessels which are not covered by the Convention, with special reference to vessels below a certain tonnage engaged only in national coasting trade, etc. The necessary measures should be introduced to prevent overwork and insufficient manning on such vessels.

PROTECTION OF SEAMEN IN CASE OF SICKNESS

The organisation of the protection of seamen in case of sickness or accident implies on the one hand certain obligations for the shipowners, and on the other the introduction of insurance legislation.

In this matter the Conference therefore adopted two Draft Conventions to cover the two aspects of the question.

The first, which defines the shipowner's liability in case of sickness, injury or death of seamen, applies to all persons employed on board any vessel, other than a ship of war, which is ordinarily engaged in maritime navigation. A number of exemptions may be made by national laws, with special reference to persons employed on board vessels of public authorities when such vessels are not engaged in trade, on coastwise fishing boats, on boats of less than 25 tons gross tonnage, or on wooden ships of primitive build, in respect of certain classes of persons who are not, strictly speaking, members of the crew, and in respect of members of the shipowner's family.

The shipowner is liable in respect of:

(1) sickness and injury occurring between the date specified in the articles of agreement for reporting for duty and the termination of the engagement.

(2) death resulting from such sickness or injury.

In case of sickness or injury, the assistance for which the shipowner is liable includes medical treatment and the supply of medicines and board and lodging until recovery, or until the sickness or incapacity has been declared of a permanent character.

National laws may, however, limit the liability of the shipowner to a period of not less than 16 weeks or in countries possessing compulsory sickness or accident insurance or workmen's compensation legislation up to the time prescribed by law for the grant of medical benefits under insurance.

In case of incapacity for work, the shipowner must pay full wages as long as the sick or injured seaman remains on board; after the latter is landed, full or part wages must be paid by the shipowner for at least 16 weeks if the sick or injured seaman has dependents.

The shipowner is also liable for the expense of repatriating every sick or injured person who is landed during the voyage. If the sick or injured person is capable of work, the shipowner may discharge his liability to repatriate him by providing him with suitable employment on board a vessel proceeding to one of the specified destinations: the port at which the seaman was engaged, the port at which the voyage commenced, a port in his own country or any other port agreed upon by him and the master or shipowner with the approval of the competent authority.

The shipowner is liable for burial expenses in case of death occurring on board, or in case of death occurring on shore if at the time of his death the deceased person was entitled to assistance at the shipowner's expense.

The shipowner or his representative must take measures for safeguarding property left on board by sick, injured or deceased persons.

All these provisions must be interpreted and enforced so as to ensure equality of treatment to all seamen, irrespective of nationality, domicile or race.

The second Draft Convention supplements the preceding one, since compulsory sickness insurance is intended to take effect on the expiry of the shipowner's liability. It makes sickness insurance compulsory for all persons—the masters, ratings and persons otherwise in the service of the ship—employed on board any vessel registered in the territory of a State ratifying the Convention and engaged in maritime navigation or sea-fishing.

Exemption may be made, however, in national laws for persons (*a*) employed on board vessels of public authorities when such vessels are not engaged in trade, (*b*) whose wages or income exceed a prescribed amount, (*c*) who are not paid a money wage, (*d*) who are not resident in the territory of the State concerned, (*e*) who are below or above prescribed age-limits, (*f*) members of the employer's family, (*g*) pilots.

An insured person who is rendered incapable of work and deprived of his wages by reason of sickness will be entitled to cash benefit for at least the first 26 weeks or 180 days of incapacity from and including the first day for which benefit is payable.

The cash benefit granted to the insured person may never be fixed at a rate lower than that fixed by the general scheme of compulsory sickness insurance. Cash benefit may be withheld while the insured person is on board or abroad, while he is maintained by the insurance institution or from public funds, or while in respect of the same illness he receives compensation from another source.

The insured person is entitled, during at least the same period, to medical treatment and to the supply of proper and sufficient medicines and appliances. Whenever the circumstances so require, the insurance institution may provide for the treatment of the sick person in hospital and in such case must grant him full maintenance together with the necessary medical attention and care.

When the insured person is abroad, the cash benefit to which he would otherwise be entitled must be paid in whole or in part to his family until his return.

Supplementary cash benefits may be granted if the insured person has family responsibilities, as well as aid in cash and or in kind to members of his family dependent on him.

Confined women, if themselves insured, are entitled to the benefits laid down in case of maternity; national laws will define the conditions in which maternity benefit is payable to the wife of an insured seaman.

On the death of an insured person, a cash allowance will be paid to the members of his family or be applied for defraying the funeral expenses. The payment of this allowance will not be compulsory for States which have introduced a pension scheme for the survivors of deceased seamen.

The right to insurance benefit will continue even in respect of sickness occurring during a definite period after the termination of the last engagement, such period to be fixed by national laws in such a way as to cover the normal interval between successive engagements.

Other provisions deal with the contribution of insured persons and employers towards insurance resources, the financial contribution of the public authorities, the working of the insurance institutions, the participation of insured persons and employers in the management of these institutions and the settlement of disputes about insurance benefits.

PROMOTION OF SEAMEN'S WELFARE IN PORTS

For seamen, especially those engaged in deep-sea voyages who have sometimes been called the "vagabonds of the sea," family life is often merely a memory or a hope, but all too rarely a reality. Moreover it is not always possible for seamen to take advantage of the social arrangements made for the general body of workers in the different countries.

When a seaman lands after a long period on board ship where means of distraction are of necessity strictly limited owing to want of space and the requirements of discipline, it is as a solitary individual that he bends his steps towards the sailors' quarter. It is in this quarter, pending the departure of his ship or a new engagement, that he tries to find some respite from his nomadic life. Very often in such circumstances he is surrounded by special dangers and falls a victim to abuses which nullify the practical effects of any measures already taken for his protection.

In spite of its special difficulties, the question of the welfare of seamen is in many respects akin to that of the utilisation of workers' spare time. The one essential difference however lies in the fact that the steps taken to help seamen to make good use of their spare time are not merely intended to assist them to develop their moral worth, but must also aim at protecting the seaman's health. Moreover it is an undeniable fact that the international shipping industry has everything to gain by the better protection of seamen from the special dangers of life in port.

It was considerations of this nature that led the Conference to adopt a Recommendation the main provisions of which are given below.

> I. It is desirable to create in every important port an official or officially recognised body, which might comprise representatives of shipowners, seamen, national and local authorities and the chief associations concerned. The duty of such bodies would be to collect all useful information and suggestions on the conditions for seamen in the port, to put forward measures for the improvement of such conditions and to collaborate in the carrying out of such measures. In order to co-ordinate these measures it is desirable that the maritime States should furnish the International Labour Office every three years with a report on the experience acquired and on the progress made in this field.
>
> II. It is recommended that laws or regulations should be introduced to protect seamen from the dangers to which they may be exposed.

Such measures should include steps to prevent drunkenness (regulation of the sale of intoxicating liquors, supervision of public houses and other similar establishments) and against the use of narcotics.

In order to eliminate the danger of accidents, the fencing off of dock areas, the protection of the edges of wharves and quays and the adequate lighting of approaches are also recommended. Adequate police forces should be maintained in port areas.

III. In order to safeguard the health of seamen, the Conference recommends the energetic suppression of soliciting or enticing. In addition, measures should be taken in ports to facilitate the treatment of tuberculosis and venereal and tropical diseases, by the admission of seamen to hospitals, without distinction as to nationality or religious belief.

IV. Arrangements should be made, at least in the larger ports, to assist seamen while in port to obtain suitable board and lodgings (establishment of sailors' homes and clubs) and to organise their spare time.

V. A simple, rapid and safe system should enable seamen, and more especially those in a foreign country, to remit the whole or part of their wages to their families.

VI. Sailors should be informed of the facilities open to them in the various ports and should be given useful information for their physical well-being and moral protection.

The Recommendation appeals to Governments, authorities and organisations which may have to administer funds for the protection of seamen's welfare in ports not to concern themselves solely with seamen of a particular nationality, but to act as generously as possible in the spirit of international solidarity.

The preamble to the Convention insists on the development and co-ordination of the principal forms of action taken, without distinction of race.

Professional Capacity of Ships' Officers

A certain minimum standard of professional capacity is necessary for all those who have charge of a ship or are responsible for its safety. This consideration led the Conference to adopt a Convention according to which :

No person may perform on board any vessel the duties of master, navigating officer in charge of a watch, chief engineer or engineer officer in charge of a watch, unless he holds a certificate of competency to perform such duties, issued or approved by the public authority of the territory where the vessel is registered.

This obligation applies to all vessels engaged in maritime navigation, with the exception of ships of war, Government vessels or vessels in the service of the public authority which are not engaged in trade, and wooden ships of primitive build such as dhows and junks. Total or partial exemption may be granted by national laws in respect of vessels of less than 200 tons gross registered tonnage.

The issue of a certificate of competency is conditional on : (1) a minimum age-limit ; (2) professional experience of minimum duration ; (3) and the passing of a competency examination. These various conditions will be fixed by national legislation.

During a period of three years from the date of the ratification of the Convention, competency certificates may be issued to persons who have not passed the specified examination but who, in fact, have had sufficient practical experience and who have no record of any serious technical error against them.

An efficient system of inspection will be set up to ensure the effective application of these provisions, while national laws or regulations will prescribe penalties or disciplinary measures for cases in which the provisions of the Convention are not respected.

Holidays with Pay for Seamen

By another Draft Convention, the Conference extended to seamen the benefit of annual holidays with pay, the introduction of which for the general body of workers on land had formed the subject of a Draft Convention adopted in June, 1936, by the Annual Session of the Conference.

The Convention voted on 24 October, 1936, applies to the entire personnel, including masters, officers, and wireless operators, of all sea-going vessels, whether publicly or privately owned which are registered in the territory of States for which the Convention is in force and are engaged in the transport of cargo or passengers for the purposes of trade.

The Convention does not apply to persons employed in vessels engaged in fishing, whaling or similar pursuits or in operations directly connected therewith, or to certain classes of seafarers who cannot be deemed to be wage earners or, strictly speaking, members of the crew.

After one year of continuous service with the same undertaking, each member of the crew of vessels thus specified will be entitled to an annual holiday with pay the duration of which will be not less than twelve working days in the case of masters, officers and wireless operators, and not less than nine working days in the case of other members of the crew. Public and customary holidays, interruptions of service due to sickness, any time off allowed in compensation for weekly rest days or public holidays worked at sea will not be included in the annual holiday with pay. Certain clauses discuss the conditions resulting from the requirements of maritime work which may lead to interruptions of service between two engagements.

When, in exceptional circumstances, the service so requires, the annual holiday may be replaced by a cash payment at least equivalent to the remuneration provided for in the Convention ; this must include in addition to wages, a subsistence allowance which will be calculated in a manner to be prescribed by national laws or fixed by collective agreement.

Annual holidays may be divided into parts or be accumulated with a subsequent holiday. It will be granted in the territory in which the vessel is registered at one of the following ports : (1) the port from which the vessel trades ; (2) the port at which the person entitled to the holiday was engaged ; or (3) the port of the vessel's final destination ; but the holiday may be given at a port abroad by mutual consent. When an annual holiday is due it will be given by mutual agreement at the first opportunity as the requirements of the service allow.

Any agreement to relinquish the right to an annual holiday with pay or to forgo such a holiday is deemed to be void.

Nothing in the Convention may affect any conditions more favourable than those provided by the Convention.

The Convention will come into force six months after ratification by five of the States Members, each of which has more than one million tons gross of sea-going merchant shipping.

Minimum Age for Admission to Maritime Employment

The Conference, at a special Session, also dealt with the question of raising the minimum age for admission to maritime employment from 14 to 15 years.

In discussing this matter the ultimate aim of the Conference was the introduction into maritime trades of a social reform of a general character which is at present being carried out, or is at least under consideration, in all countries for the whole gamut of human activity.

Under the influence of the economic depression and in view of the extension of unemployment among young persons, currents of opinion are forming practically everywhere in favour of keeping children at school as long as possible and delaying their admission to paid employment in industry, commerce, agriculture, etc.

It was in the light of such considerations that in June, 1935, the International Labour Conference, by the adoption of a resolution and the inclusion of a special provision in a general Recommendation relating to measures to be taken to alleviate unemployment among young persons, urged that international social legislation and national laws should be brought into harmony with these new tendencies.

Now, it will be remembered that in the international field the question of the minimum age for admission to employment is dealt with in a series of Conventions adopted in 1919, 1920, 1921 and 1932 which respectively prohibit the employment of children under 14 in industry, the mercantile marine, agriculture and non-industrial trades.

In answer to the desire expressed by the 1935 Conference, the Governing Body of the International Labour Office decided to revise these Conventions with a view to raising the minimum age from 14 to 15 years.

The next Session of the International Labour Conference will discuss this question with regard to non-maritime employment. For its part, the special Maritime Session of the Conference has already decided in favour of the introduction of the necessary amendment in the Minimum Age (Sea) Convention of 1920.

Amended in the way proposed, the revised text of the Convention states that children under the age of 15 years may not be employed on work on vessels, other than vessels upon which only members of the same family are employed.

National laws may, however, provide for the issue in respect of children of not less than 14 years of age of certificates permitting them to be employed in cases in which an educational or other appropriate authority designated by such laws is satisfied, after having due regard to the health and physical condition of the child and to the prospective as well as to the immediate benefit to the child of the employment proposed, that such employment will be beneficial to the child.

It is further stipulated that the revised Convention will not come into force until after the adoption by the International Labour Conference of a Draft Convention revising the Convention fixing the minimum age for admission of children to industrial employment, 1919, and a Draft Convention revising the Convention concerning the age for admission of children to non-industrial employment, 1932.

Resolutions

In addition to the above decisions, the Conference adopted a number of resolutions relating in most cases to the study of certain questions, some of which might ultimately be included in the agenda of a future Maritime Session.

These resolutions related to :

(1) Compensation for accidents and unemployment insurance (Mr. Horiuchi, Workers, Japan) ;
(2) The convening of an International Economic Conference (Mr. Horiuchi) ;
(3) Equality of treatment for national and foreign seamen (Mr. Chao, Workers, China) ;
(4) Study of the *contractor system*, i.e., the system of recruiting seamen through intermediaries as practised in the Far East (Mr. Chao) ;
(5) Safety and accommodation in cargo vessels (Mr. Spence, Workers, Great Britain) ;
(6) Seamen's wages (Government Delegation, U.S.A.).

The Conference also discussed a series of ten-yearly reports of the Governing Body of the International Labour Office on the application of Conventions relating to employment of seamen, and a brief Report by the Director of the International Labour Office on the maritime work of the Organisation.

Joint Maritime Commission

Finally the Employers' and Workers Groups of the Conference elected the new shipowners' and seamen's representatives to the Joint Maritime Commission which is responsible within the framework of the International Labour Office for the study of problems connected with the employment of seamen.

The following were elected :

Regular Members

Shipowners : Mr. Cosmetto (Greek) Mr. Deckers (Belgian), Mr. Furukawa (Japanese). Mr. Lee (American), Mr. Marchegay (French), Mr. Odfjell (Norwegian), Mr. Perosio (Italian), Mr. Snedden (British), Mr. Valstar (Netherlands).

Seamen : Mr. Bécu (Belgian), Mr. Dahl (Norwegian), Mr. Ehlers (French), Mr. Fimmen (Netherlands), Mr. Lundgren (Swedish), Mr. Rasmussen (Dutch), Mr. Scharrenberg (American), Mr. Spence (British), Mr. Yonekubo (Japanese).

Deputy Members

Shipowners : Mr. Erulkar (Indian), Mr. Filmer (Australian). Mr. MacCallum (Canadian), Mr. Maegaard (Netherlands).

Seamen : Mr. Aftab Ali (Indian), Mr. Chao Pan-Fu (Chinese), Mr. Macdonald (Canadian), Mr. Marineli (Argentine), Mr. Tudehope (Australian).

Having accomplished the task for which it was convened the Conference closed on 24 October.

In his closing speech the President, Mr. Paal Berg, pointed out that the results achieved had exceeded even the most sanguine expectations. " I am sure," he said, " you will all agree with me when I say that this Maritime Session of 1936 is a supreme example of the vitality of the International Labour Organisation and of the value of those principles of friendly relations between Governments, Employers and Workers on which the Organisation is based. In the very difficult questions which we have had to consider, this collaboration between the three Groups has proved the effectiveness of this Organisation as a means of promoting social progress throughout the world. To my mind there is no doubt that these Maritime Sessions will remain as a landmark not only in the history of the Organisation itself, but also in the improvement of the position of seamen in the various maritime countries."

After the President, Mr. East (Government, Australia), Vice-President of the Conference, Mr. Ehlers (Workers, France), Vice-President of the Conference, Mr. Odfjell (Employers, Norway), Vice-President of the Conference, and Mr. Bevan (Workers' Adviser, British Empire) spoke on the task accomplished and praised the spirit in which all the delegations had worked.

Mr. Harold Butler, Secretary-General of the Conference, summarised the impression left by this very successful Conference in the following terms : " There is one thing I should like to say which has not always been evident at previous Conferences. I have noticed that even those who did not agree with some of the important decisions which had already been taken did not for that reason withhold their help, and their advice in making the various Conventions workable documents. There was no sign at any time or in any quarter of any kind of obstruction, and I think this is a fact which has, perhaps more than anything else, contributed to making this Conference really successful. It has produced what I personally, and the Office as a whole, have always hoped that it would produce—that is something in the nature of a Seamen's Charter. The seaman has been rather neglected during all these 17 years, and now for the first time a really international standard has been laid down. That, as I say, is a source of immense personal satisfaction to me and to all of us, and I am sanguine enough to believe that these Conventions, in spite of the difficulties and the reservations that have been raised in various quarters, will become operative. I believe that the same spirit of conciliation which has been so manifest during the Conference will be applied hereafter in order to bring the various Conventions into force.

" In conclusion, I should like to re-echo the note which Mr. Bevan struck so surely and so forcibly yesterday. This is a time when many people doubt the feasibility of international co-operation—when many believe that the attempt that was made 17 years ago to create a machinery for the promotion of peace and international co-operation is doomed to failure. I do not share that view ; I never have shared it, and I believe that every step that is taken to prove that such co-operation can lay the solid foundation of understanding in the economic and social field is a contribution, as Mr. Bevan said, towards the cause of peace as a whole.

" From that point of view, I regard the result of this Conference as a further step forward from the beginning which was made a month ago in the direction of economic recovery. A monetary agreement was then reached which was indispensable to the restoration of economic prosperity. During the recent Assembly of the League further measures were taken to implement that agreement and now in one of the most international of industries we have, I think, done a good deal towards creating a future state of stability. It is certain that as regards the shipping industry itself every step to remove trade barriers and to reintroduce normal conditions in the world's economic life is going to be of benefit to shipowner and seaman alike.

" At the present moment there does seem to be more hope of normal conditions gradually being restored than at any previous time since the last Maritime Session met in 1929. I believe that this Session of the Conference has achieved a very substantial result, which will be felt outside the purely maritime sphere ; and in the maritime sphere itself I am sanguine enough to believe that the international standards which have now been laid down for the conditions of employment at sea will come in the future to be regarded as quite as important a step in the history of maritime affairs as the fixing of the load-line and the Convention on safety at sea which was adopted a few years ago."

A MEETING OF THE COMMITTEE ON INDUSTRIAL HYGIENE

On 21, 22 and 23 September, 1936, a meeting was held at the International Labour Office of a number of experts of the Committee on Industrial Hygiene from the following countries : Austria, Belgium, Canada, Czechoslovakia, Denmark, France, Great Britain, Hungary, Italy, the Netherlands, Poland, Switzerland, the Union of South Africa and the United States of America.

During the meeting, discussion took place on several questions affecting important categories of workers.

The experts examined a disease to which miners are particularly subject—nystagmus—and adopted a resolution recommending that this disease should give the right to compensation in serious cases involving incapacity for work.

Among other things the experts recommended that poisoning by nitrous fumes should be included in industrial accidents opening a right to compensation, and the pathological action of chlorine and its compounds on the skin scheduled with occupational diseases liable to compensation.

After carefully examining reports submitted on health standards for office work, on compensation for occupational diseases by the system known as " blanket coverage," and on the prevention of ankylostomiasis, the Committee felt that the documentation on these subjects should be completed and a final report drawn up for its next meeting.

It was decided that the problem of disinfestation in agriculture and horticulture, which also came before the experts, was part of the far wider problem of the protection of the health of the population in general, and that it should be studied by the Committee on Hygiene of the League of Nations.

In concluding its work, the Committee drew up its plan of action for the immediate future, with special reference to nutrition and workers, instruction in industrial medicine, and the publication of the first supplements of the *Encyclopædia of Occupation and Health.*

THE I.L.O. YEAR-BOOK 1935–36

The International Labour Office has just published *The I.L.O. Year-Book* 1935–36, the latest edition of the annual publication in which for the past six years the Office has condensed all the available information on social legislation and the conditions of workers in the whole world.

This volume forms a complete record of the outstanding events which occurred in the course of 1935 and the opening months of 1936 in the closely related spheres of labour and economic organisation.

A description is given, for example, of the various measures taken by the Governments in all countries with a view to regulating the organisation of production, markets, foreign trade, monetary policy and credit. This description shows how these measures derive from the growing tendency of public authorities throughout the world to intervene in economic matters. Whether they are intended to correct those defects in the free play of economic forces which have led to instability and a state of economic incertitude, or whether they aim at economic autarchy and the concentration of resources for military purposes, all such policies must inevitably have an effect on the organisation of labour.

These consequences are set out in the *Year-Book* which, after referring to recent economic developments, discusses in more direct fashion conditions of work including : hours of work, holidays, hygiene, accident prevention, women's work, child labour, social insurance, remuneration of labour, unemployment, employment, migration, vocational training, utilisation of workers' spare time, housing, right of association, profit-sharing and workers' participation in management, collective agreements, and special problems of certain categories of workers (salaried employees, professional workers, home workers, agricultural workers, seamen, Native labour, etc.).

An appendix gives statistics of the membership of international trade union organisations and national federations of trade unions country by country, and shows the state of ratifications of the International Labour Conventions.

The *Year-Book* provides a unique compendium of information of unquestionable value to all who in public services or private institutions, industrial organisations or elsewhere wish to keep in touch with social developments throughout the world.

THE SOCIAL CONSEQUENCES OF THE DEPRESSION

According to a study by Mr. Wladimir Woytinsky, published by the International Labour Office, the total loss of the world economic system between 1930 and 1934 as a result of the depression (as far as production, commerce and transport are concerned) amounted in round figures to between 149,000 and 176,000 million " 1928 dollars " or from 100,000 to 120,000 million " 1913 dollars." " A fateful figure," observes the author, " equal to the total cost of the Great War."

Mr. Wladimir Woytinsky, in the work in question (*The Social Consequences of the Depression*), has tried to give a general view of the effects of the depression on the various countries and on the various sections of the population.

With the help of a number of striking examples, he shows how the divergence between industrial and agricultural prices led to a fraction of the loss of the industrial countries being passed on to the agricultural countries. The industrial countries were able to preserve a relatively high standard of living although they suffered from the progressive extension of unemployment. The agricultural countries maintained their usual volume of production and were even able to increase the volume of their export trade, but their population was reduced to extreme poverty.

With regard to the situation of the various social classes, Mr. Woytinsky brings out the far-reaching changes caused by the depression not only in the standard of living of various branches of society, but also in their fundamental conditions of existence. In this connection he stresses the tremendous difference between the losses of the employed population, the middle classes, and the capitalists.

The " capitalists " suffered from varying degrees of material loss, which were largely covered by the reserves accumulated during periods of prosperity. What was perhaps more serious was their loss of prestige and of the confidence of the general public.

The middle classes suffered very heavy losses which were all the harder to bear because they felt they were in no way responsible for the depression. These difficult times, however, helped to strengthen their unity and increase their activities.

The employed population was affected by the depression not only on the material side but still more on the political side. The depression forced a breach in the unity of this class by creating opposition between those who were unemployed and those who kept their jobs. It condemned a large number of workers not merely to physical privation but also to the humiliation and social degeneration of interminable unemployment.

In addition to this difference in the way in which the depression affected various social classes, the author stresses from another point of view the community of interests of all social groups during the depression. After all, they were all victims of the same economic disturbance.

" In the course of this study," writes the author, " the close interdependence of the various forms in which the depression made itself felt has become abundantly clear. The obvious conclusion is that it is impossible to deal effectively with a depression such as that through which the world has just passed, or to prevent a fresh depression by dealing with any of the outward consequences of the depression in isolation.

" A comprehensive view of the whole problem is an indispensable condition for success in a task as complex as that of overcoming a depression in the capitalist system as at present constituted. It was the lack of such a comprehensive view in recent years that made so many isolated efforts and legislative measures abortive."

It may be added that Mr. Woytinsky's study is based on a wealth of information presented in the form of tables and diagrams covering all the problems considered: national income of various countries, classification of countries according to degree of industrialisation, fluctuations in prices, labour income, employment and unemployment, hours of work, wages, incomes of working-class families, trade union membership, industrial disputes, income of farmers during the depression, number of employers, persons working on their own account and employed persons, public finance in various countries, savings, public indebtedness, fluctuations in volume of note circulation, distribution of gains and losses of joint stock companies in certain countries, number of bankruptcies, etc.

In this work the author presents a wealth of facts and proceeds to show the reader the whole complex mechanism of modern economic life.

MEETINGS ANNOUNCED

On 6 and 7 November the *Technical Committee on Glass Works* will study the possibility of extending an international reduction of hours of work to branches of that industry which are not yet covered by the agreements adopted so far.

On 9 November the *Committee on Agricultural Work* will discuss the question of holidays with pay in agriculture and the constitutional rules of the *Permanent Agricultural Committee.*

On 12, 13 and 14 November the Seventy-seventh Session of the Governing Body of the International Labour Office will meet to elect its officers for 1936–1937. The Governing Body will also discuss a score of questions, including those arising in connection with the raising of the minimum age for admission of children to industrial employment from 14, as at present fixed, to 15 years, and the necessary revision of the Conventions relating to industrial employment, non-industrial employment and agricultural work. (It will be remembered that this reform was recently adopted for work on board ship by the special Maritime Session of the International Labour Conference.)

On 16 and 17 November the *Migration Committee* will meet, when it will discuss an important report submitted by the Office on international settlement schemes. On the same occasion the Committee will deal with the simplification of passports and visas for emigrants.

From 16 to 20 November a *Meeting of Experts on Social Insurance* will discuss the question of the assessment of permanent incapacity in workmen's compensation and invalidity insurance.

On 18 and 19 November it will be the turn of the *Advisory Committee on Salaried Employees.* The Committee will discuss questions connected with notice of dismissal and dismissal allowances for salaried employees and technical workers, the use of office machines and their effects on the working conditions of staff, the regulation of hygiene in offices, etc.

On 30 November a tripartite technical committee will meet and, with a view to preparing the ground for the International Labour Conference of 1937, will discuss the application of the 40-*hour week in the printing trades.* A similar committee for the study of the application of the 40-*hour week in the chemical industry* will meet on 7 December.

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1936. No. 11 November

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THE SEVENTY-SEVENTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Seventy-seventh Session of the Governing Body of the International Labour Office, which was held at Geneva on 12–14 November, 1936, was marked by an event of unusual importance. On behalf of the President of the United States of America, the United States Government representative, Mr. Carter Goodrich, invited the International Labour Organisation to hold at Washington the proposed tripartite conference to consider conditions of work in the textile industry.

This invitation was accepted with the warmest appreciation by the Governing Body. During the exchange of views to which it gave rise, Members of the three groups (Government, employers, and workers) were unanimous in stressing the importance of President Roosevelt's gesture. The fact that one of the first actions of the President after his electoral triumph was to give this further proof of attachment to the International Labour Organisation naturally attracted attention. That the President of the American democracy should, on the very morrow of the strengthening of his authority by the enthusiastic decision of the nation, have given expression in this way to his interest in the work of the International Labour Organisation is an event the significance of which was fully realised by all. Several Members of the Governing Body did not hesitate to declare that the invitation would mark an epoch in the history of the Organisation.

After seventeen years the United States is reviving the tradition inaugurated by the Washington Conference of 1919, with the additional advantage on this occasion that it will be taking part in a meeting of the Organisation as a State Member.

It may be added that the textile conference, which will be held at the beginning of April, 1937, will give the American people an opportunity to follow more closely the working of the Organisation in a particularly interesting field. The textile industry plays a part of first importance in world economy ; it raises practically every social problem which the Governments everywhere are trying to solve ; in addition, much of the industry is carried on outside Europe. It is opportune, therefore, that its conditions should be discussed in the most important extra-European textile country.

This event will draw attention yet again to the universal character of the International Labour Organisation and of the problems with which it deals, and thus the Textile Conference at Washington will be a propitious continuation of the work carried out by the Santiago Conference.

In opening the Seventy-seventh Session of the Governing Body, the retiring Chairman, Mr. Riddell, paid homage to the memory of Mr. Mircea, Rumanian employers' substitute member, who recently died. He addressed a welcome to the new Members of the Governing Body who were present for the first time, namely, Mr. Goodrich, United States Government representative, Sir Firoz Khan Noon, Indian Government representative, Mr. Kitaoka, Japanese Government representative, Mr. Primo Villa-Michel, Mexican Government representative, and Mr. Komarnicki, Polish Government representative. He read a telegram of regret from Mr. Markus, representative of the U.S.S.R. Government, who was unable to attend the session, and a telegram from Mr. de Buen, Spanish Government representative, whose duties prevented him from leaving Madrid and who was replaced at this session by the Spanish Minister at Berne, Mr Fabra Ribas.

Election of Officers

The Governing Body was called upon to appoint its officers, who are re-elected each year.

On the proposal of Mr. Delauney, representative of the French Government, supported by Mr. Oersted on behalf of the employers and by Mr. Jouhaux on behalf of the workers, Mr. Jaromir Nečas, Czechoslovak Government representative and Minister of Social Affairs, was unanimously elected Chairman for the year 1936–1937.

Mr. Oersted, employers' representative, and Mr. Mertens, workers' representative, were re-elected employers' and workers' Vice-Chairman.

Before Mr. Riddell left the Chair, Mr. Leggett, British Government representative, on behalf of the Government group, Mr. Oersted on behalf of the employers, Mr. Mertens on behalf of the workers, and Mr. Harold Butler on behalf of the International Labour Office paid a tribute to the way in which the outgoing Chairman had carried out his duties during a year of exceptional activity.

In thanking his colleagues for the confidence which they had placed in him, the new Chairman, Mr. Nečas, attributed the honour of his election to his country and to its democratic and social institutions. He pointed out that the Czechoslovak Republic had always been a faithful supporter of the International Labour Organisation and of the principles of social justice and peace upon which the Organisation was based.

PROPOSED TEXTILE CONFERENCE AT WASHINGTON

On behalf of the President of the United States of America, Mr. Carter Goodrich, United States Government representative on the Governing Body, extended a cordial invitation to the International Labour Organisation to hold a Preparatory Technical Tripartite Conference at Washington to consider conditions of work in the textile industry.

It will be remembered that such a meeting was foreshadowed in a resolution adopted in June last by the International Labour Conference on the proposal of the Government Delegates of the United States; those Delegates had called attention at the time to the necessity of a study of the question which would not be confined to hours of work in the textile industry, but would cover all the problems inherent in the various branches of the industry.

Mr. Goodrich reminded the Governing Body of the keen interest which the United States took in the question of textiles. In his opinion a wide and careful discussion of the conditions obtaining in this industry would be of the greatest utility. It would, moreover, afford an excellent opportunity for the people of the United States to see in their own country the work of the International Labour Organisation, with which the United States was anxious to collaborate as closely as possible.

Mr. Harriman, United States employers' representative, warmly supported the invitation extended to the Governing Body by the United States Government. He too thought that it was of the greatest importance to show the American people how the International Labour Organisation worked. He had begun his life as a textile worker and had then become an employer. The experience which he had thus gained had taught him that the conditions existing in this industry were not satisfactory, either from the point of view of the employers or from that of the workers. A serious examination of these conditions would therefore undoubtedly serve a most useful purpose.

Mr. Meany, on behalf of the workers of the United States, gladly associated himself with the views expressed by the Government and employers' representatives of his country. He also called attention to the importance of the problems which obtained in the textile industry and the desirability of enabling the American people to see for themselves the practical utility of the International Labour Organisation.

Mr. Tom Moore, on behalf of the Canadian workers, and Mr. Mertens, on behalf of the whole workers' group, expressed their pleasure at the initiative taken by the President of the United States and urged the Governing Body to accept the invitation which had been extended to it.

Mr. Leggett, British Government representative, emphasised the historic importance of the invitation extended to the International Labour Organisation. The President of a great democracy, fresh from the triumph of a remarkable re-election, had invited the Organisation to hold an important meeting in the capital of the United States. The value of this gesture would be felt throughout the world.

Mr. Oersted, Danish employers' representative, said that the whole of the employers' group was grateful to the President of the United States for his invitation, which it was certainly no exaggeration to say was of historic importance. There were still several persons in the International Labour Organisation who had attended the first International Labour Conference at Washington in 1919, and he was among that number. For them it would be a great pleasure to revisit the capital during a meeting in which a complete delegation from the United States would participate. As regards the Conference itself, its objects and its scope, the employers' group would have to maintain the reservations which it had made when the question was raised at the International Labour Conference. The employers had never opposed the study of the conditions of work in any particular industry, but the task which it was proposed to confide to a meeting of the textile industry, or more exactly the textile industries, was a vast one, and the difficulty of obtaining satisfactory results appeared to be overwhelming. Mr. Oersted requested that countries which were not Members of the International Labour Organisation should be specially invited to participate in the Conference at Washington. He also urged that the national Delegations should include the necessary experts and advisers.

Mr. Riddell, Canadian Government representative, said that the invitation of the United States was particularly welcome to the countries distant from Geneva, since it demonstrated the universality of the Organisation.

Mr. Muniz, Brazilian Government representative, said that he was happy that the Textile Conference was to meet in the most important industrial country where the most interesting social developments were taking place. This Conference which would be held in the United States would be a propitious continuation of the work carried out by the Santiago Conference.

Mr. Villa-Michel, Mexican Government representative, also welcomed this further opportunity for the International Labour Organisation to enter into direct touch with the world of America.

Mr. Hayday, British workers' representative, expressed his confidence in the satisfactory results of the Textile Conference at Washington, which he felt sure would lead to a considerable improvement of the conditions obtaining in this important industry.

Mr. Komarnicki, Polish Government representative, after saying how much he appreciated the invitation of the President of the United States, laid stress upon the capital importance of the textile industry in Poland. He called particular attention to the gravity of the problem of raw materials for the textile industry.

Mr. Jouhaux, French workers' representative, also expressed great satisfaction at the invitation extended by President Roosevelt. After eighteen years it would revive the tradition of the Washington Conference of 1919 and on this occasion under more propitious conditions. In 1919 the United States participated in the Washington Conference without being a member of the International Labour Organisation. Now, however, the United States was one of the most active members. Mr. Jouhaux hoped that on this occasion the spirit of goodwill and the desire for social justice which prevailed in Washington in 1919 would again be apparent, and that there would be that real spirit of collaboration which was so necessary to the International Labour Organisation. Mr. Jouhaux made certain reservations as to the results to be obtained from the Textile Conference. France had adopted the 40-hour week, and it would be applied. Any action which might tend to postpone the international application of that measure, which had been recognised as necessary, would meet with the most serious opposition in his country. After having adopted the social reforms which its workers had so justly demanded, France had every intention of defending its industry and its national economy against any attempt at dumping based upon opposition to the internationalisation of those progressive measures. Mr. Jouhaux expressed the hope that the fact of holding the Textile Conference in a country where the 40-hour week was applied would tend to make the meeting a success.

Mr. Kitaoka, Japanese Government representative, after expressing his great appreciation of the invitation extended by the President of the United States, said that in his opinion the Tripartite Conference should discuss not only hours of work but all the conditions obtaining in the textile industry.

Mr. Forbes Watson, British employers' representative, pointed out that the textile employers had always wished that the conditions existing in their industry should be discussed. He expressed the hope that the delegations which would go to Washington would include a sufficient number of qualified experts. He also hoped that Germany would be represented.

Mr. Delauney, on behalf of the French Government, said that he fully approved of the proposal to call a Textile Conference at Washington. He thanked the Government of the United States for its gracious invitation.

Mr. Pardo, on behalf of the Argentine Government, associated himself with the expressions of thanks and appreciation addressed to the Government of the United States for the propitious initiative which it had taken.

Mr. Li Ping-Heng, Chinese Government representative, spoke to the same effect.

The Chairman, Mr. Nečas, summed up the declarations of the members of the Governing Body by expressing to the Government of the United States the gratitude of the International Labour Organisation as a whole. He was convinced that the Textile Conference in Washington would add to the prestige of the Organisation both in the United States and throughout the whole world.

Mr. Carter Goodrich, United States Government representative, speaking on his own behalf and also on behalf of the United States employers' and workers' representatives, thanked the Governing Body for the kind and appreciative words which had been addressed to the United States. The Governing Body concluded this debate by adopting the following resolution by 21 votes to nil:

1. The Governing Body decides to invite the Governments of all countries in which textile production forms an important part of their national economy to send delegates and technical advisers familiar with the problems of the textile industry to take part in a tripartite conference to consider all those aspects of the industry which directly or indirectly may have a bearing on social conditions in the industry.

2. The Governing Body warmly welcomes the invitation of the President of the United States of America to convene this Conference in Washington and instructs the Director to get into touch with the United States Government with a view to making the necessary arrangements for the meeting for the first days of April next, and to report progress at its next Session.

3. The Governing Body decides that it shall be represented at the said Conference by two members of each group.

Before the vote was taken Mr. Oersted indicated that, for reasons which he had already given, the employers' group, with the exception of the United States, felt bound to abstain from voting. He added, however, that a complete and detailed account of the debates in the Governing Body on this point, including Mr. Jouhaux's declaration, would be communicated to the employers in the textile industry.

The Reduction of Hours of Work in Various Industries

The Governing Body considered a series of resolutions adopted by the International Labour Conference in June, 1936, proposing the calling of technical tripartite conferences concerning the reduction of hours of work in various industries: building and civil engineering, iron and steel, coal mines.

When it was pointed out that it would be difficult in practice to call such meetings during the ensuing month (technical tripartite meetings having already been arranged for printing and kindred trades and the chemical industry, in addition to the

Textile Conference at Washington), Mr. Hayday, British workers' representative, on behalf of the British miners' organisations and of the International Federation of Miners, urged that at least the tripartite conference concerning the coal-mining industry should be held.

Mr. Jouhaux supported this proposal on behalf of the French miners and Mr. Serrarens, Netherlands workers' representative, on behalf of the International Federation of Christian Miners.

Mr. Kupers, Netherlands workers' representative, expressed the hope that the workers' proposals would be supported not only by the Government but also by the French and Belgian employers, since the reduction of hours of work in coal mines had already been effected in those countries.

Mr. Forbes Watson, British employers' representative, called attention to the practical impossibility of holding a tripartite meeting on the coal-mining industry before June, when the Session of the International Labour Conference would open.

Mr. Delauney, French Government representative, supported the proposal to call a tripartite conference on the coal-mining industry. He pointed out that the resolution adopted at the last Session of the International Labour Conference on the subject had been submitted by the French Government Delegation.

Mr. Moore, Canadian workers' representative, pointed out that it was owing to the opposition of the employers to any general Convention on the 40-hour week that the International Labour Organisation had adopted the procedure of considering separate regulations for the various industries. The employers must therefore not be surprised if at the present moment the workers endeavoured to attain their demands by this method ; if they were to fail, nothing would be left to them but to resort to direct action.

Finally, on the proposal of the Director, who called attention to the necessity of careful and detailed preparation for such meetings, the Governing Body authorised the International Labour Office to get into touch with the Governments and the circles concerned and to submit to it proposals concerning the calling of the proposed meetings. The results of the negotiations on this subject were to be laid before the Governing Body at its Session in February, 1937.

German Refugees

As a result of a resolution adopted by the International Labour Conference on the proposal of Mr. Krier, Luxemburg Workers' Delegate, it was decided that the Office should follow with the closest attention the labour problems to which the immigration of German refugees into certain countries gives rise.

Proposed Conference of Asiatic Countries

The Governing Body also discussed a resolution adopted by the International Labour Conference, which had been submitted by the Indian and Japanese Workers' Delegates and proposed that an Advisory Tripartite Labour Conference of Asiatic countries should be called as soon as possible, and that an Asiatic Committee should be set up within the framework of the International Labour Office which would hold a meeting every other year in an Asiatic country.

As a first step towards realising the object of this resolution, which is primarily to strengthen the relations between the International Labour Organisation and the Asiatic States Members, the Governing Body decided that a meeting of the representatives of the countries principally interested should make a preliminary examination of the questions arising out of the proposal.

This meeting took place and the Governing Body, after hearing the report on its proceedings, decided that the International Labour Office should submit to it at its Session in February, 1937, a report as to the questions which might be discussed by such a Conference, its composition, and the conditions in which it might be called.

Calendar Reform

The Governing Body instructed the Director to transmit to the Secretary-General of the League of Nations the resolution adopted by the International Labour Conference last June in favour of calendar reform.

International Economic Conferences

Another resolution adopted by the International Labour Conference on the proposal of Mr. Jouhaux, French Workers' Delegate, and Mr. Kono, Japanese Workers' Delegate, concerned the calling of economic conferences under the auspices of the League of Nations in close collaboration with the International Labour Organisation.

The Director of the International Labour Office pointed out in this connection that the monetary agreement reached between Great Britain, the United States, and France constituted a new factor which seemed to indicate that the calling of an economic conference would have greater chances of success at the present moment than in 1933.

Mr. Jouhaux said that he was convinced that circumstances were more favourable at the present moment than they had ever been for calling one or more international economic conferences.

Mr. Komarnicki, Polish Government representative, agreed with Mr. Jouhaux's point of view. He pointed out that the resolution adopted by the Conference was not concerned exclusively with monetary problems but also referred to a series of social questions with which the International Labour Office was dealing, in particular demographic problems. It was to these various points that the Office should direct its activities.

Mr. Leggett, British Government representative, warned the Governing Body against the risk of overlapping in the respective tasks to be carried out by the League of Nations and the International Labour Office.

After an exchange of views it was decided that the Office should draw up a list of the problems which were of direct interest to the International Labour Organisation and which might be submitted to an economic conference. The Office should also study the conditions under which the Governing Body might be represented at such a conference.

Public Works

The Governing Body discussed a resolution adopted by the International Labour Conference last June on the proposal of Mr. Mertens, Belgian

Workers' Delegate, concerning the question of public works. That question, it will be remembered, figures on the Agenda of the 1937 Session of the Conference. Mr. Mertens' resolution requested that the Report drawn up by the International Labour Office should be prepared in such a way that the Conference might, if it saw fit to do so, take final decisions at its Session in 1937.

Mr. Oersted, Danish employers' representative, and Mr. Forbes Watson, British employers' representative, opposed that procedure and urged that the question of public works should be dealt with in accordance with the Standing Orders, which provide for a double discussion by the Conference.

The Governing Body, however, authorised the Director to prepare the report in such a way as to enable the Conference to examine the question of public works either by the procedure of single or by that of double discussion.

THE MINIMUM AGE OF ADMISSION TO EMPLOYMENT

The Governing Body dealt with the question of the revision of the International Labour Conventions of 1919 and 1932 on the minimum age of admission to industrial and to non-industrial employment, with a view to raising the age from 14 to 15 years. On this occasion the United States Government representative proposed that when undertaking these revisions the opportunity should be taken to attain a more complete international regulation concerning the work of children and young persons in general. It was agreed that the International Labour Office should make a general study of this question, since its scope was too wide to be dealt with in connection with partial revision.

The Governing Body decided to place on the Agenda of the 1937 Session of the International Labour Conference the revision of the 1919 and 1932 Conventions in a form which would enable the Conference to raise the minimum age from 14 to 15 years and at the same time to amend or delete the exceptions provided for in these Conventions. Furthermore, on the proposal of the United States Government representative, the Governing Body decided that the Conference should also be able to discuss the insertion of new provisions concerning the inclusion of the names of young workers in employers' registers of staff and the prohibition of the employment of children in unhealthy, dangerous, or immoral occupations.

As regards the minimum age of admission to employment in agriculture, the Governing Body decided to refer the question to the new Permanent Agricultural Committee, the final composition of which was decided on during this Seventy-seventh Session, as is described below.

THE 1938 SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body made a preliminary examination of the questions which might be placed on the Agenda of the 1938 Session of the International Labour Conference.

A declaration was made by Mr. Boykett, Australian employers' representative, who was taking part for the first time in the work of the Governing Body. He said that the employers in his country took a keen interest in the International Labour Organisation and added that personally he attached great importance to the exchanges of views which took place in Geneva during the meetings at the International Labour Office between the Government representatives, the employers' and workers' representatives from all parts of the world. He called attention to the particular difficulties which the countries most distant from Geneva encountered in their endeavour to collaborate in the work of the Organisation.

After a long debate the Governing Body selected provisionally as items which might be submitted to the International Labour Conference in 1938 the following questions :

> General principles for the organisation of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers ;
>
> Recruiting, placing and conditions of labour (equality of treatment) of migrant workers ;
>
> Technical education and apprenticeship ;
>
> Rights of performers as regards broadcasting, television, and the mechanical reproduction of sounds ;
>
> Regulation of contracts of employment of Native workers ;
>
> Safety provisions for coal-mine workers ;
>
> Weekly rest in commercial establishments ;
>
> Regulation of hours of work and rest periods in road transport undertakings.

In accordance with the Standing Orders, the International Labour Office will prepare on these various items reports on the law and practice in the various countries. It will be for the Governing Body, after having considered these reports at its next Session, to make its final choice as to the items which are to be submitted to the International Labour Conference in 1938.

AGRICULTURAL WORK

The Governing Body adopted the report of its Committee on Agricultural Work, which recommended that the question of holidays with pay in agriculture should be borne in mind with a view to its being placed as soon as possible on the Agenda of the International Labour Conference, and also that this question should be referred to the first Session of the new Permanent Agricultural Committee.

The Governing Body took a final decision on the composition and scope of this new Permanent Agricultural Committee.

CONFERENCE OF COAL-PRODUCING COUNTRIES

On behalf of the Workers' group, Mr. Serrarens, Netherlands workers' representative, submitted a draft resolution proposing that a conference of coal-producing countries should be called. This resolution was adopted by 18 votes to nil and was as follows :

> The Governing Body of the International Labour Office :
>
> Considering that, in view of present conditions in the coal-mining industry, it would be highly expedient to resume the work which was started in co-operation with the Economic Committee

of the League of Nations and again to consider the possibility of securing between the coal-mining countries an international agreement which, while protecting the interests of the miners and of the consumers, would organise production and both European and world markets;

Considering that the international organisations of the mine workers are pressing the same view;

Expresses the hope that the Economic Committee of the League of Nations will resume the joint work with a view to preparing an international conference of the coal-producing countries; and

Instructs the Director of the International Labour Office to communicate this resolution to the League of Nations.

THE DIRECTOR'S REPORT

The Governing Body examined the report submitted by the Director of the International Labour Office and in this connection decided that the next (Twenty-third) Session of the International Labour Conference should open at Geneva on Thursday, 3 June, 1937.

The Governing Body also decided to call a regional conference of representatives of factory inspection services in eastern European countries, to meet at Vienna on 24 May, 1937. The agenda of the conference will be the same as that of the conference which was held at The Hague in 1935 for western European countries. It will discuss the organisation of factory inspection in industrial undertakings, including the question of collaboration with employers and workers. The following States will be invited: Albania, Austria, Bulgaria, Czechoslovakia, Estonia, Greece, Hungary, Latvia, Lithuania, Poland, Rumania, Turkey, U.S.S.R., and Uruguay.

The Governing Body decided to set up a Correspondence Committee on Unemployment Insurance and Placing.

Referring to the passage in the Director's Report dealing with the visit which Miss Frances Perkins, Secretary of Labour of the United States of America, paid to the International Labour Office and to the collaboration of the Office with the Social Security Board of the United States and with the Co-operative Mission of the United States of America sent to Europe by President Roosevelt, Mr. Goodrich, United States Government representative, expressed his country's thanks for the warm welcome which had been extended to his compatriots.

MISCELLANEOUS QUESTIONS

The Governing Body considered the decisions of the Assembly of the League of Nations which concern the International Labour Organisation.

It adopted a report of its Financial Committee on various administrative and financial questions.

It considered the record of the meeting of the Committee on Industrial Hygiene held last September.

It adjourned to its next Session the discussion of the draft proposals put forward by the Technical Committee on Glass Works concerning the reduction of hours of work in branches of the glass industry which are not covered by existing international Conventions.

Finally it decided that its Seventy-eighth Session should open in Geneva on Thursday, 4 February, 1937.

MR. JAROMIR NEČAS, CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

Mr. Jaromir Nečas, elected by the Governing Body of the International Labour Office as its Chairman for the year 1936–37, is the Czechoslovak Minister of Social Welfare.

He was born on 17 November, 1888, at Nove Mesto, in Moravia, and after a successful scholastic career obtained his diploma as engineer at the Brno Polytechnic School. In 1919 he was appointed a member of the personal staff of the President of the Republic and had charge of a mission to Sub-Carpathian Ruthenia. He was elected to Parliament in 1924, has been continuously re-elected ever since, and has been Minister of Social Welfare since 1935. He has represented the Czechoslovak Government on the Governing Body of the Office since last December.

Mr. Nečas is particularly interested in the study of the technical aspects of social problems and especially in the organisation of public works and unemployment insurance. He has also devoted a great deal of attention to the economic and social problems of agriculture, especially in eastern Europe. He is the author of several well-known works, including "The Tragedy of Eastern Europe and Ukraine," "Agricultural Reform," "The United States of Europe," and "A Programme for Economic Recovery."

ECONOMIC DEVELOPMENTS IN 1936

A report submitted by the International Labour Office to the Governing Body deals with production, unemployment, international trade, the cost of living, and prices in 1936. It says:

> "In the great majority of countries, industrial production is rapidly improving and unemployment is being reduced, without any marked rise in prices. Recovery closely coincides with the adoption of expansionist measures. On the other hand, unemployment has not been reduced to the extent that industrial production has recovered nor is there any comparable improvement in international trade. Furthermore, to a great extent the improved production indices reflect an increase in the output of investment rather than of consumption goods."

These conclusions are supported by a series of diagrams indicating clearly the various tendencies which have been observed.

Thus a study of the main features of the world indices shows that the output of primary products is slowly mounting to the 1929 level. Manufacturing production, which during the depression declined more than 30 per cent., is now above the 1929 level.

The unemployment index shows a continuous decline, but is still some 50 per cent. above what it was in 1929. The quantum of world trade, which, like manufacturing production, fell by nearly a third, has not shown the same capacity to recover, and is still some 20 per cent. short of the 1929 position.

An examination of the indices of industrial production for 12 representative countries: Japan, Chile, Great Britain, Denmark, United States, Canada, Czechoslovakia, Belgium, Germany, France, Netherlands and Poland, indicates clearly that in every country, without exception, industrial production is running at a higher level in 1936 than in the corresponding months of 1935.

In the first four countries, Japan, Chile, Great Britain, and Denmark, where the depression was not very severe, and where an expansionist policy was embarked on at a relatively early stage, industrial production is now well above the 1929 level.

In the next four countries, United States, Canada, Czechoslovakia, and Belgium, in which the depression went much further, and where expansionist measures were adopted at a latter stage, the 1929 level has not yet been attained.

The last four countries, Germany, France, Netherlands, and Poland, maintained the pre-depression par of exchange. In the first of them—Germany—this maintenance of the pre-depression par of exchange is nominal only. Furthermore, for the last three years an aggressive expansionist policy has been followed. Its index for 1936 is now above the 1929 level. In the three remaining countries: France, Netherlands and Poland, the pre-depression par of exchange was maintained not merely officially but in fact. To such extent as an expansionist policy has been adopted it is of too recent date for its consequences to show very noticeably in the returns. Industrial production in these countries is at about 70 per cent. of the 1929 level.

Further diagrams deal with consumption goods and investment goods, the cost of living and wholesale prices, and international trade.

As regards unemployment, the most noticeable feature of these diagrams is that, with the exception of Denmark, France and the Netherlands, the unemployment index for the first part of 1936 is decidedly lower than for the corresponding month of 1935. The majority of countries covered show an improvement in 1935 over 1934, and an improvement in 1936 over 1935, Australia, Great Britain, the United States, Canada and Germany being especially noticeable in this respect.

THE AGRICULTURAL SITUATION IN 1936

Agricultural income rose in 1936 in nearly all countries and for all kinds of products: the rise in selling prices exceeded the increased cost of production. Such are the tendencies observed in a number of notes and tables dealing with agricultural production and prices submitted by the International Labour Office to the Seventy-seventh Session of its Governing Body.

Agricultural *prices* rose during 1936, as compared with 1934 and 1935, in Argentina, Canada, England and Wales, Finland, Germany, Hungary, New Zealand, the United States, and Yugoslavia; they fell in the Netherlands and Poland.

There has been a general tendency for the world prices of wheat, rubber, and cotton, and of certain other foodstuffs and raw materials, to rise and to become steadier during the last four years; Government or cartel policy has led to the stabilisation of coffee, sugar, and rubber prices.

The prices of meat and milk products increased in 1936 as compared with previous years; the price of eggs showed a decrease.

As regards agricultural *production*, 1936–37 is not considered a good year for wheat; it succeeds two years of low production which have seriously depleted stocks.

Provisional figures for 1936 show decreased production in India, Canada, Europe (without U.S.S.R.), Japan, and North Africa, and increased production in the United States. In the U.S.S.R. the area sown increased in 1936, but the harvest was said to be affected gravely by the drought; the country is expected to offer relatively little wheat on the international market in 1936–37.

In Europe, in 1936, importing countries produced less wheat, while the production of exporting countries increased slightly.

In the southern hemisphere, Argentina and Australia showed an increase over 1935 of 18 and 5 per cent. respectively in the area sown; the condition of crops is satisfactory in both countries.

Wheat stocks available on 1 August, 1936, were about the same as those in hand on the same date in 1928. Stocks will diminish considerably unless Argentine and Australian production compensates for the fall in northern hemisphere production. Already the world wheat market appears to be firm.

Crop reports suggest that this is not a very favourable year for cotton.

Sugar-beet production for 1936 is not expected to differ greatly from that in recent years.

As regards stock-raising, successful Government limitation of the production of cattle—especially milch cows and pigs—in 1934–35, in such countries as Canada, Czechoslovakia, Denmark, France, Netherlands, Switzerland, and the United States, and the rise in mass purchasing power have now made it possible for these countries to produce more meat and milk.

Technical improvements in milk production have resulted from improved production of cattle fodder and from increased facilities for procuring concentrated cattle foods. The reduction in the number of milch cows and the increased consumption of milk have improved market conditions for milk and milk products.

In several countries there has been a growth of the sheep-raising industry, due to the relatively favourable situation of the wool market and the increased consumption of mutton.

REDUCTION OF HOURS OF WORK IN GLASS WORKS

Two International Labour Conventions, adopted in 1934 and 1935 respectively, regulate the hours of work in sheet-glass works and in glass-bottle works, on the basis of an average maximum working week of 42 hours and a system of at least four shifts for persons carrying on continuous processes requiring the use of automatic machines.

The question whether international regulations of the same type should be adopted also for the branches of this industry and the categories of workers not yet covered by the above Conventions was submitted by the Governing Body of the International Labour Office to the Technical Committee on Glass Works, which met on 6 and 7 November at Geneva, under the chairmanship of Mr. Picquenard (France).

The following members were present:

As Government experts: Messrs. Desvaud (France), Pokorny (Czechoslovakia), and Wodon (Belgium);

As employers' experts: Messrs. Frachon (France), Cormas (Switzerland), Delacuvellerie (Belgium), Larson (Sweden), Meigh (Great Britain), and Fiedler (Czechoslovakia);

As workers' experts: Messrs. Caprasse (Belgium), Delzant (France), Olsen (Denmark), Stokes (Great Britain), Viktora (Czechoslovakia), and Brussel (Netherlands).

As representatives of the Governing Body of the Office: Messrs. Picquenard (Government), Oersted (employer), and Mertens (worker).

After a careful study of the question the Committee drew up its conclusions in the form of a resolution, which requests the Governing Body of the International Labour Office to consider placing on the Agenda of an early Session of the Conference the question of the reduction of hours of work in the glass industry with a view to the drawing up of a Draft Convention which would apply:

(1) To continuous operations in all glass works;

(2) To non-continuous operations in all branches of glass works in respect of glassworkers properly so-called;

(3) To workers who are not glassworkers properly so-called, or who are employed in the branches of the industry hereafter mentioned, when their work is concerned exclusively with the upkeep and the running of such establishments.

The regulations contemplated should cover, in particular: glass bottles, hollow glass, table glass and flint glass, including all articles of pressed or blown glass, and the manufacture of electric bulbs; sheet glass, plate glass, mirrors, rolled plate glass and moulded glass; artistic glass (stained glass, vases, coloured glass, ceiling lights, etc.); optical glass; luminous tubes; glassware for scientific and medical use, glass jewellery, beads, buttons and other small glass articles; turning, cutting, polishing, decoration and painting of glass and flint glass, including coloured glass.

The Committee was also of the opinion that the branches of the glass industry carried on at home should be included in the scope of the proposed Convention, and that the regulations to be applied to them should be similar to those laid down for the same branches when the work is carried out in factories or workshops.

The proposed regulations should be embodied in a single Convention.

THE RESOLUTION OF THE PERMANENT MIGRATION COMMITTEE

The Permanent Migration Committee met on 16 and 17 November, 1936, to consider the problem of international migration movements with a view to settlement. Mr. Delauney (France) was in the Chair.

The question before the Committee is one that is of interest mainly to countries with a surplus agricultural population for whom sufficient work cannot be found, and to countries whose economic development is hampered by the fact that they have not sufficient workers to exploit their natural resources and provide a large enough home market to serve as a sound foundation for their new industries.

The International Labour Office submitted two reports to the Committee.

The first consisted of a series of monographs dealing with practical experience in regard to migration with a view to settlement, on the basis of which a systematic survey was given of the technical problems arising out of the organisation of these migration movements: conditions to be satisfied by the land to be settled; preparation of the land; selection and training of future settlers; departure of settlers from their homes, liquidation of their property, method of meeting the cost of their transport; reception of settlers in the country of immigration; type of settlement (group settlement and settlement by infiltration); the question of markets and the organisation of technical and economic assistance for settlers; protection and promotion of the interests of the local population; organisation of credit for settlement purposes.

The second report submitted to the Committee was the outcome of a special mission carried out by Mr. Maurette, Assistant Director of the Office, in Argentina, Brazil and Uruguay. The report shows that in consequence of unemployment these three countries have had to issue restrictive measures which aim, among other things, at preventing the admission of immigrants belonging to industrial and commercial occupations. There is every reason to believe that at least for some time to come the immigration of these categories will remain small. On the other hand, there is no doubt that in each of the three countries visited there are more or less substantial openings for immigrants who wish to settle as farmers. Even when the economic depression was at its worst there were no restrictions on immigration with a view to settlement. But if these openings are to be used to the advantage of the countries of immigration as well as of emigration, organisation would be needed and at present such organisation is purely embryonic or does not exist at all. Whether one considers the mass of immigrants who have no resources, or the smaller group of those who own a small capital, the problems of immigration for land settlement in South America can be solved only by an organisation in which official institutions of both immigration and emigration countries would take part, and which could be effectively assisted, within the limits of its powers, by a disinterested and documented international institution such as the International Labour Organisation.

The permanent Migration Committee concluded its work by adopting a certain number of resolutions.

It considered that the general world economic conditions are becoming more favourable to a resumption of migration movements and that the problems of migration should be studied more and more thoroughly with the close collaboration of the countries concerned.

One resolution, moved by Mr. Lecocq (employer, Belgium), recommended that a careful preparation of development plans in certain districts of Latin American countries with a view to settlement should be carried out by the Governments concerned and that the International Labour Office should place its services at the disposal of those Governments which desire it to carry out studies on the spot for the purpose of facilitating international co-operation.

A second resolution suggested the appointment of a Correspondence Committee on Migration, which would enable the Office to obtain opinions in writing from experts in the chief countries having a practical interest in the problem, either as countries of settlement, as emigration countries, or for other reasons.

In a third resolution the Committee asked the Governing Body of the International Labour Office to invite the Director to prepare in good time for the discussions at the League of Nations a memorandum which will contain the principal items of information collected by the Office on the problems of emigration and immigration raised by the demographic and economic needs of certain countries. The Director should also be invited to consult without delay the Members of the Organisation on the interest they would attach to a meeting of a conference of experts on the subject of migration with a view to settlement, and to convene this conference as soon as a number of Members sufficient to achieve useful results have expressed the desire for it.

The Committee also adopted two resolutions moved by Mr. Kitaoka (Government, Japan), requesting the Office to study the problem of the simplification of the visas of passports for migrant workers and to consider the desirability of having the question of fair and equitable treatment of immigrants studied by the competent organs of the International Labour Organisation.

These resolutions will be submitted to the Governing Body of the International Labour Office.

This meeting of the Permanent Migration Committee was attended by the following :—

Government Group : Mr. Delauney (France), Mr. Pardo (Argentina), Mr. Komarnicki (Poland), Mr. Kitaoka (Japan).

Employers' Group : Mr. Gérard (Belgium), Mr. Curcin (Yugoslavia), Mr. Lecocq (Belgium), Mr. Juno y Rabat (Spain).

Workers' Group : Mr. Serrarens (Netherlands), Mr. Moore (Canada), Mr. Hayday (Great Britain), Mr. Schürch (Switzerland).

Experts : Mme. Vignat de Bacourt, Mr. F. Rager.

MEETING OF EXPERTS ON SOCIAL INSURANCE

Under the chairmanship of Mr. Dyboski (Poland) a meeting was held at Geneva from 16 to 20 November, on the invitation of the International Labour Office, which brought together a number of experts for a study of questions connected with the evaluation of permanent incapacity for the purposes of industrial accident insurance and invalidity insurance.

This very important question affects the compensation claims of millions of persons injured as a result of industrial accidents, and national laws and regulations in this field are in a constant process of development.

With a view to comparing the experience of the different countries, the International Labour Office had recourse to the assistance of experts having the necessary technical, administrative and medical knowledge : high Government officials, managers of accident and invalidity insurance institutions, doctors specialising in questions connected with the evaluation of incapacity. The experts came from a variety of countries, including, in addition to European countries, Brazil, Chile, Japan, and the Union of South Africa.

After an exchange of views and a study of the material placed at their disposal by the Office, the experts formulated a number of guiding principles with respect to the main aspects of the problems referred to them. They defined the fundamental conceptions of incapacity and indicated the possibility of their application under accident insurance and invalidity insurance. They studied the various methods of evaluation of incapacity and questions connected with the preparation and use of incapacity schedules. They also considered the problems involved in the establishment of the minimum degree of incapacity giving the right to benefit, and the composition of the institutions responsible for the evaluation of incapacity, in which connection they expressed themselves in favour of the participation of employers' and workers' delegates. Finally, they discussed the assistance which medical practitioners may be called upon to give to these institutions.

The decisions taken by the experts will be submitted in the first instance to the Governing Body of the International Labour Office and will subsequently be transmitted to Government departments and social insurance institutions. The special importance of these decisions to countries which have adopted or are about to adopt social insurance schemes need hardly be emphasised.

THE RESOLUTIONS OF THE ADVISORY COMMITTEE ON SALARIED EMPLOYEES

The Advisory Committee on Salaried Employees set up by the International Labour Office met at Geneva on 18 and 19 November under the chairmanship of Mr. Mannio (Finland). For the first time the Committee had before it more or less detailed statistics showing the number of non-manual workers in different countries and the fluctuations in recent years.

These figures, compiled by the International Labour Office, show that nearly everywhere the proportion of salaried employees to workers has steadily risen. In Australia it rose from 13 per cent. before the war to 29 per cent. to day, in France from 27 to 33 per cent., in Germany from 27 to 37 per cent., and in Switzerland from 23 to 31 per cent.

Another fact brought out by the figures is that the proportion of women among salaried employees has risen markedly since before the war. In certain countries, however, it has fallen since 1920, while in others the tendency to increase has slackened. Among salaried employees the number of women per 100 men was, in France, 20 in 1906 and 54 in 1931; in Germany, 18 in 1907 and 44 in 1933; and in Switzerland, 47 in 1910 and 54 in 1930. The corresponding figures for some countries show a decline, e.g. Czechoslovakia, from 32 in 1921 to 28 in 1930; Hungary, from 47 in 1920 to 42 in 1930; and Norway, from 63 in 1920 to 61 in 1930.

In industrial countries non-manual workers now represent from 20 to 30 per cent. of the occupied population. According to censuses taken since 1930, there were over 450,000 such workers in Austria, 172,600 in Chile, over 965,000 in Czechoslovakia, nearly 220,000 in Denmark, over 3,000,000 in France, over 5,500,000 in Germany, over 320,000 in Switzerland, and over 11,300,000 in the United States.

The Committee took note of these statistics and stated that as this was the first international comparative survey that had been published on the subject, it was of special importance to organisations of salaried employees. It noted the general tendencies indicated by the survey, which it regarded as confirmation of the growing importance of the category of non-manual workers, and considered that these facts should be taken into account in all social and economic measures which might in any way affect them. The Committee recommended that the International Labour Office should continue its studies of non-manual workers and should take steps to develop the statistics in collaboration with the organisations concerned and the national statistical authorities.

The Committee also studied the question of *notice of termination of contracts* in the light of the rules already observed in a certain number of countries. It pointed out the importance of this practice, which might do much, particularly in a period of economic depression, to assist in reducing unemployment by making individual and collective dismissals subject to a number of conditions.

The Committee unanimously expressed the wish that formal rules should be introduced in this respect in countries where they were not yet in existence. It requested the International Labour Office to follow closely the development of the question with a view to determining as soon as possible what principles could serve as a basis for international regulations. Such regulations should provide for a minimum period of notice to be given by the employer, which should be increased in accordance with the importance of the work performed or the remuneration therefor. The notice to be given by the employee should always be less than that to be given by the employer. The notice should be in writing. If the employment is terminated by the employer, the employee should receive a leaving grant based on the importance of the work performed and on length of service.

The International Labour Office had submitted to the Committee a report on the effects of the *use of office machinery* on conditions of work for staff. The Committee found that the development of mechanisation in offices had involved very appreciable changes in these conditions. While considering that technical progress should be encouraged, it held that steps should be taken to improve the standing of office employees and to protect them against some of the effects of mechanisation. To this end it suggested, among other things, the selection of office employees with a view to employing them on work for which they are naturally fitted, the study of the best methods of performing the work, the introduction of variety into the duties of employees in charge of machines, the application of motive power to the operation of most machines, the elimination of noise and vibration, any measures which will tend to prevent overstrain, and, above all, the reduction and better arrangement of hours of work.

The Committee considered that these measures should be applied by means of legal regulations or through the general extension of the system of collective agreements to office employees.

The Committee also discussed the question of the *protection of the health of employees*. It noted that in many shops and offices, including warehouses and the premises of forwarding agents, the conditions of work of the staff were still very unsatisfactory from the point of view of health, comfort and safety. It thanked the International Labour Office for having drawn attention to the methods that should be used for bringing about the necessary improvements.

It also held that all necessary measures should be taken for protecting staff employed in stalls outside shops and in kiosks and similar places of sale. Finally, it urged that inspectorate staffs should be adequate in strength and quality.

These resolutions of the Advisory Committee on Salaried Employees will be submitted to the Governing Body of the International Labour Office at its next session.

The following were present at this meeting of the Committee :

Representatives of the Governing Body of the International Labour office : Mr. Niilo A. Mannio (Governments), Mr. Schürch (workers).

Representatives of salaried employees : Mr. L. Christophe (Brussels), Mr. J. Hallsworth (Manchester), Mr. F. Horand (Zurich), Mr. R. Klein (Prague), Mr. J. A. Lundgren (Malmö), Mr. J. Nauta (Amsterdam), Mr. J. Portalier (Paris), Mr. H. Raabe (Warsaw), Mr. W. A. Spiekman (Amsterdam), Mr. Bunji Suzuki (Tokio), Mr. G. Tessier (Paris).

MEETINGS ANNOUNCED

4 February, 1937, at Geneva : Seventy-eighth Session of the Governing Body of the International Labour Office.

April, 1937, at Washington : Tripartite Conference on Conditions of Work in the Textile Industry.

3 June, 1937, at Geneva : Twenty-third Session of the International Labour Conference.

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1936. No. 12 December

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THE INTERNATIONAL LABOUR ORGANISATION IN 1936

The year 1936, which opened with last January's Conference at Santiago de Chile, closed for the International Labour Organisation with preparations for giving effect to the acceptance of President Roosevelt's invitation to hold a meeting at Washington. These two Conferences held far from Geneva, first in South America and then in North America, emphasise the universality of the International Labour Organisation and the close relations established with the whole American continent, and show that at least in regard to the unification of conditions of work the continents evince a mutual comprehension.

The economic depression has in no way arrested the activity of the International Labour Organisation or slowed up the momentum of international social legislation. During the year, the I.L.O. scored a much greater success than many had dared to hope for, by the adoption of international Conventions regulating the conditions of work of seamen and, especially, hours of work on board ship. Henceforth, seamen will enjoy the benefits of an international code drawn up by the maritime nations themselves in the spirit of the general regulations already accepted for other workers as a whole.

The year 1936 saw a further step achieved in the practical and progressive application of the 40-hour Convention to specific industries. Its application to automatic glass bottle works, voted in 1935, was followed by its application to public works, adopted by the International Labour Conference last June. The next Conference, called for June, 1937, will study the extension of the principle of the 40-hour week to workers in the textile, printing and chemical industries. Tens of millions of workers throughout the world are directly affected by the action of the International Labour Organisation in this field.

The Conference of June, 1936, also adopted a Convention granting holidays with pay to workers in industry and commerce, and in October a Convention was adopted to extend the reform to seamen.

The year 1936 also saw the commencement in the international field of a reform often visualised as a remedy for the terrible scourge of unemployment among young people, namely, the raising to 15 years of the minimum age for admission of children to work, which had been previously fixed at 14 years. This measure, already adopted for the merchant marine, is being contemplated for application also to industry and commerce in 1937.

Another step which should be of great effect in bettering the conditions of hundreds of thousands of workers was the adoption last June of a Convention to regulate the recruiting of native workers in colonial territories, with a view to putting an end to the contract system.

The ratification of Conventions adopted by International Labour Conferences has shown continued progress ; 53 new ratifications were received in 1936 as against 43 in 1935. The total number of ratifications is now 732.

The International Labour Office, in addition to furthering social legislation, carries on its methodical work of research and supplying information. New and important problems have been the subject of research, including the social consequences of the depression, workers' nutrition, the regulation of conditions of work of road transport workers, the recruiting and placing of migrant workers, international migration with a view to settlement, collective agreements, the effects of opium on workers, workers' leisure, social insurance and other social services, agricultural work, and the social aspects of scientific management. Here, also, so far from lessening the rôle of the I.L.O., the depression has increased the scientific importance of its work by raising new problems for its consideration.

REDUCTION OF HOURS OF WORK IN THE PRINTING AND KINDRED TRADES

A Preparatory Technical Tripartite Meeting on the printing and kindred trades was held in Geneva from 30 November to 4 December.

It will be remembered that the reduction of hours of work in these trades is one of the items on the agenda of the International Labour Conference which meets in June, 1937. The Tripartite Meeting was called to assist the I.L.O. in preparing for this Conference from the technical point of view it had a purely advisory character, and was composed of Government, employers' and workers' representatives.

The following seventeen countries took part: Argentina, Austria, Belgium, the British Empire, Chile, Czechoslovakia, Denmark, France, India, Japan, the Netherlands, Norway, Spain, Sweden, Switzerland, Turkey and the United States of America.

The Governing Body of the I.L.O. was represented by Messrs. Muniz (Government, Brazil), Oersted (Employer, Denmark), and Mertens (Worker, Belgium).

The meeting elected Mr. Hacke, delegate of the Netherlands Government, as its Chairman.

It first discussed the problem of the reduction of hours of work, considered from the widest possible point of view, taking into account employment, the economic and technical factors, the effects of mechanisation, etc.

This discussion made clear that the printing and allied trades are among the most important industries in view of the number of workers employed, the amount of capital invested, and the services rendered to other industries and to the community as a whole.

It was also shown that this industry had grown considerably during the past three decades in consequence of technical progress and improvements in the organisation of the work. In most countries the organisations in the industry, which are particularly representative, have worked for the improvement of conditions of employment. It is therefore not surprising that regulation by collective agreements is very widespread in the printing and kindred trades. It has been frequently noted that in many countries and in several branches of the industry hours of work are under 48 in the week.

If there were no differences of view during the general discussion on the characteristic features of the industry, on the other hand there was considerable diversity of opinion on the question whether a reduction of hours, combined with the maintenance of the worker's standard of living, is a means of relieving unemployment on the one hand and of enabling the workers in the industry to benefit by reason of technical progress on the other.

Most of the employers' delegates used their known arguments against the 40-hour week. Those from countries where it is the custom to settle wages, hours and working conditions by voluntary collective agreements, stated that they were not willing to abandon that method in favour of statutory regulation, either international or national. Various suggestions were, moreover, submitted by certain representatives of the employers with a view to ameliorating unemployment.

The representatives of the workers put forward the usual arguments in favour of the introduction of the 40-hour week by way of an international Convention. They added that, in practice, hours of work have been reduced on several occasions during the past few years, and each time the printing and kindred trades have adapted themselves to the new situation without difficulty. In actual fact there is only a small margin between the hours actually worked and those now contemplated for the international regulations.

The Meeting also discussed the delimitation of the industry, it being understood that such a delimitation would serve for the study of all questions which concerned the printing and kindred trades.

The discussion of this point took place on the following basis:

The printing industry should include all workers and salaried employees in all undertakings, establishments and institutions engaged in whole or in part in the preparation or execution of the following processes: printing, typography, lithography and intaglio printing; book-binding, the manufacture of account books, cardboard goods, and articles from paper; all processes by which plates obtained from a photograph may be prepared for printing; engraving on metal for the purpose of printing by processes other than those mentioned above; engraving on wood; colour printing; duplication by special machines; type-founding and stereotyping; in addition, all undertakings, establishments and institutions in which such work is done as a subsidiary, but only as regards the workers engaged on such work.

The Meeting agreed that the definition of the industry accepted in its general lines should take into account the various suggestions made during the discussion.

The Preparatory Technical Tripartite Meeting closed its work with the unanimous adoption of a report summing up its discussions. This report will be used by the I.L.O. in drawing up the documents which are to serve as a basis for discussion at the International Labour Conference in June next.

REDUCTION OF HOURS OF WORK IN THE CHEMICAL INDUSTRY

A Preparatory Technical Tripartite Meeting on Reduction of Hours of Work in the Chemical Industry was held at the International Labour Office from 7 to 11 December. The meeting unanimously adopted a report summing up the opinions of its members on the questions submitted to them.

The question of reduction of hours of work in this industry also is on the agenda of the next Session of the International Labour Conference, and the Meeting in question was convened by the Governing Body of the International Labour Office in order to pave the way for the Conference.

The Meeting was composed of delegates of the Governments most directly concerned, and of representatives of employers and workers. The following eleven States took part: Belgium, Chile, Czechoslovakia, France, Great Britain, Japan, Netherlands, Norway, Spain, Turkey and the United States of America.

The Governing Body of the International Labour Office was represented by Mr. Li Ping Heng (China) for the Government group, Mr. Oersted (Denmark) for the employers' group, and Mr. Kupers (Netherlands) for the workers' group.

Mr. Vervaeck, Belgian Government delegate, was elected Chairman.

The meeting first held a general discussion on the problem of the reduction of hours of work in the chemical industry from the widest possible point of view, taking into account unemployment, the effects of mechanisation, the economic and technical factors, etc.

The employers' representatives renewed their objections to the 40-hour week, particularly with regard to the impossibility of separating this question from that of wages, the increase in the cost of production, etc. They remarked that the reduction of hours to 40 per week was originally contemplated in 1932, when unemployment was most severe. Since that time, however, the situation had changed, unemployment had diminished, and in some countries a shortage of skilled labour was beginning to be felt. In their opinion, to decrease hours of work without reducing wages would increase the cost of production, which would place the industry in an economically difficult position. The employers' representatives also emphasised the danger of the competition of German industry, claiming that the absence of Germany made it impossible for any effective international collaboration on this problem. Technologically, they showed the unusual complexity of the chemical industry because of the very great variety of the processes carried on.

The representatives of the workers, on the other hand, recalled the arguments in favour of the 40-hour week. Although statistics showed a certain decrease of unemployment, there were still millions of unemployed all over the world. The risk of shortage of skilled labour cannot be used as an argument, for one of the essential characteristics of the chemical industry is that its workers, although highly specialised, do not need to serve a long apprenticeship. On the other hand, the industry is one of those in which labour costs form a very small proportion of the cost of production; the increase in labour costs that must follow on the reduction of hours could therefore only slightly affect the total cost of production. The fact that a practical application of the 40-hour week is possible is proved by the example of certain countries which have already established this reform. The danger of competition of certain countries not represented at the Meeting could, moreover, be overcome by appropriate tariff measures. The workers' representatives also insisted on the unhealthy and dangerous character of work in the chemical industry. For this reason that industry appears to be particularly suited to be one of the first in which a reduction of hours should be applied.

The Meeting then discussed the particularly complex question of the delimitation of the chemical industry. It was decided to regard as covered by the term " chemical industry " the processes of the manufacture of the following chemical products:

Acids, alkalis and salts; chlorine and its derivatives; sulphur, phosphorus, iodine, bromine, etc., and their derivatives; alumina (Al_2O_3) and other chemical derivatives of aluminium; cyanides; calcium carbide; nitrogenous products not already mentioned; artificial fertilisers, chemical or organic; distillation of coal tar; explosives; matches; compressed, liquefied and dissolved gases; artificial carbon; synthetic stone; refining of mineral oil; organic fats other than edible fats and oils; soap, candles and glycerine; industrial alcohol; distillation of wood; dyeing and tanning extracts; resin, turpentine and camphor; glue and gelatine; intermediate organic products; acetic, formic, oxalic, tartaric and citric acids; ethers; chemical products used for pharmaceutical purposes; photographic chemicals; perfumes and other aromatic substances; dyestuffs; lacquers, varnishes, paints, pigments and inks; chemical products used for cleaning, polishing, etc.; radio-active products; rubber products; chemical production of artificial silk or other synthetic fibre; and starch.

With regard to gas for lighting and heating, varying opinions were expressed, certain delegates pointing out that this industry was essentially a public service.

THE INTER-AMERICAN PEACE CONFERENCE AND THE INTERNATIONAL LABOUR ORGANISATION

Among the texts adopted by the Inter-American Peace Conference, held in Buenos Aires, are two that refer specifically to the work of the International Labour Organisation.

The first is a resolution dealing with the problems of migration.

Recalling that the Labour Conference of American States, held last January in Santiago, Chile, requested the Governing Body of the I.L.O. to undertake special studies into emigration from Europe to America, in which account would be taken of all the aspects of that problem, the Buenos Aires resolution stresses the desirability of supplementing the I.L.O. studies by others to be undertaken by the Pan-American Union, with special reference to the extent of the immigration possibilities within the frontiers of each State belonging to the Union.

To this end it recommends that States Members of the Pan-American Union undertake, at the earliest possible moment, studies of openings for immigration in their respective territories, and communicate the results to the Pan-American Union to be brought to the notice of the other American nations. This, it says, should be done without prejudice to the data and information on this subject collected by the I.L.O. in accordance with the Santiago resolution.

The studies, the resolution declares, would supplement the information collected by Geneva and would be used for drawing up Draft Conventions or Recommendations to serve as a basis for bilateral social treaties between such European and American States as might wish to conclude them. The treaties, it says, should make as clear a distinction as possible between spontaneous and organised immigration.

The other text referring to the work of the I.L.O. adopted by the Buenos Aires Conference, is a Draft Recommendation urging that the Governments represented at that Conference should undertake, as soon as possible, a careful enquiry into the standard of living and the various factors of the economic situation in different parts of their respective countries.

The Recommendation provides that the Pan-American Union shall lay down the general principles to be followed in those enquiries, and shall co-ordinate the data obtained in such a way that they will lend themselves, in so far as possible, to comparative studies. Such studies, it says, will be carried out without prejudice to those undertaken by the I.L.O. and will be supplementary to the I.L.O. studies.

MEETINGS ANNOUNCED

4 February, 1937, at Geneva.—78th Session of the Governing Body of the I.L.O.

2 April, 1937, at Washington.—Tripartite Technical Meeting on the Textile Industry.

3 June, 1937, at Geneva.—23rd Session of the International Labour Conference.

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International Labour Organisation

1937. No. 1 JANUARY

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CONVOCATION OF THE TWENTY-THIRD SESSION OF THE INTERNATIONAL LABOUR CONFERENCE FOR 3 JUNE, 1937, AT GENEVA

The Twenty-third Session of the International Labour Conference has been officially convened for 3 June, 1937, at Geneva. Its agenda includes the following questions:

I. Safety provisions for workers in building construction, with reference to scaffolding and hoisting machinery (*second discussion*);
II. Reduction of hours of work in the textile industry (*second discussion*);
III. The planning of public works in relation to employment (*first or single discussion*);
IV. Reduction of hours of work in the printing and kindred trades (*first or single discussion*);
V. Reduction of hours of work in the chemical industry (*first or single discussion*);
VI. Partial revision of the Minimum Age (Industry) Convention, 1919 (No. 5) with reference to the following points:
    (*a*) Revision of Article 2 so as to raise the minimum age from 14 to 15 years;
    (*b*) Insertion of a provision raising the age laid down in Article 4 below which registration is compulsory;
    (*c*) Insertion of a provision prescribing the age of admission to employment which is dangerous to life, health or morals;
    (*d*) Revision of the exceptions;
    (*e*) Substitution for Articles 7 to 14 of the 1919 Convention of the Standard Articles in the form last approved by the Conference.
VII. Partial revision of the Minimum Age (Non-industrial Employment) Convention, 1932 (No. 33) with reference to the following points:
    (*a*) Revision of exceptions and exemptions in respect of children between 14 and 15 years of age;
    (*b*) Revision of Article 2 so as to raise the minimum age from 14 to 15 years;
    (*c*) Raising to 13 years of the age fixed in paragraph 1 of Article 3;
    (*d*) Insertion of a clause providing for the registration of workers below a prescribed age;
    (*e*) Deletion of Article 9;
    (*f*) Substitution for Articles 10 to 16 of the 1932 Convention of the Standard Articles in the form last approved by the Conference.

In addition to the questions placed on its formal agenda, the Conference will consider ten-yearly reports on the working of three Conventions, namely: the Workmen's Compensation (Accidents) and the Workmen's Compensation (Occupational Diseases) Conventions of 1925, and the Inspection of Emigrants Convention of 1926, as also a five-yearly report on the working of the Forced Labour Convention of 1930.

The Conference will further consider the annual reports furnished by Governments as to the measures taken by the States Members to give effect to the Conventions to which they are parties.

Finally, the Conference will, as usual, examine the Report of the Director of the International Labour Office on the activity of the International Labour Organisation.

TRIPARTITE TECHNICAL CONFERENCE ON THE TEXTILE INDUSTRY AT WASHINGTON

On the invitation of President Roosevelt, the Tripartite Technical Conference on the Textile Industry, which the Governing Body of the International Labour Office decided should be held in pursuance of a resolution adopted by the International Labour Conference in June, 1936, will open at Washington on 2 April, 1937.

The Governments of all countries in which textile production forms an important part of their national economy have been invited to attend the Conference. Each State taking part has been requested to send one Government representative, one employers' representative, and one workers' representative, each of whom may be accompanied by advisers.

The Governing Body of the International Labour Office will be represented by nine of its members, three for each group, namely:

Government members.—Messrs. Necas (Czechoslovakia), Pardo (Argentina) and Carter Goodrich (United States);

Employers' members: Messrs. Oersted (Denmark) and Tzaut (Switzerland), with Mr. Lecocq (Belgium) as substitute; and Mr. Dennison (United States), with Mr. Harriman as substitute;

Workers' members: Messrs. Mertens (Belgium), Kupers (Netherlands) and Green (United States), with Mr. Hayday (Great Britain) as substitute.

The agenda of the Conference is the consideration of all those aspects of the textile industry which directly or indirectly may have a bearing on the improvement of social conditions in the industry.

THE NUMBER OF ALIENS IN THE VARIOUS COUNTRIES OF THE WORLD

According to a study published by the International Labour Office, there were throughout the world, in 1930, 28,900,000 aliens, or persons living in another country than their own. This figure represents 1·6 per cent. of the total world population, estimated at some two thousand million persons.

The countries with the greatest number of aliens were the United States, with 6,300,000 (or 21·8 per cent. of all aliens recorded in the world, and Argentina, with 2,800,000.

Then came the following countries: France, which had 2,400,000 in 1926 and 2,700,000 in 1931; Brazil, with 1,500,000 in 1920; British Malaya, with 1,870,000; Siam, with 1,000,000; and Germany, with 787,000.

The countries where the increase in the number of aliens was the greatest were, in ascending order, in Europe: Greece, Italy, France, and the Netherlands; outside Europe: Argentina, Canada, Hong Kong, the Netherlands East Indies, British Malaya, and Korea.

However, in order to have a fairer idea of the importance of the problem of aliens in a country, account must be taken of the number of aliens per thousand inhabitants. The average proportion for Europe (not including the U.S.S.R.) was 15·4, but it was as high as 186 in Luxemburg, 87 in Switzerland, 66 in France, 43 in Austria, and 39 in Belgium. The following countries have figures below the average proportion: Germany (12), Bulgaria (10), Hungary (9), Turkey (6), Portugal (5), Italy and Finland (3).

Important changes have taken place in this field since the war. While in Germany (present territory) the number of aliens decreased, France, which in 1910 had 29 aliens per thousand inhabitants, had 39 per thousand in 1921 and 66 per thousand in 1931. Switzerland, which in 1910 had the highest proportion in Europe (148 per thousand), after that period had a decrease which has continued (104 in 1920 and 87 in 1930).

The number of Asiatics in foreign countries increased from 5 million in 1910 to 9½ million in 1930. But the number of Europeans abroad, although it slightly decreased from 1910 to 1930, was still much greater—22,400,000 in 1930, or more than double.

The publication prepared by the International Labour Office containing this information is the first international study made of national census figures relating to aliens. It is a comparative study of the censuses of 1910, 1920, and 1930, dealing with 141 territories. It also brings out the difficulties underlying an international comparison of the results of such censuses because of the lack of comparability of national statistics and the divergences as to the definition of the term "alien."

THE DEVELOPMENT OF COLLECTIVE AGREEMENTS IN INDUSTRY

The growing importance of the part played in industrial and economic life by collective agreements between employers and workers is brought out in a Report published by the International Labour Office which is of special interest in view of the measures that are now being taken or discussed in various countries.

Collective bargaining, which originated and developed in Great Britain during the nineteenth century, spread later to the continent of Europe and to some extra-European countries, and made rapid progress immediately after the world war. Subsequently, the extension of the system somewhat slowed down, mainly as a consequence of the economic depression; but in the last few years it has again advanced, particularly in the United States, and more recently in France, Belgium, and Luxemburg.

The Report states, for example, that no fewer than 6,288 collective agreements were in force in Sweden in 1934, and that they covered 25,864 employers and 674,700 workers. In the Netherlands in the same year there were 1,132 agreements, covering 25,431 establishments and 258,185 workers, and in Norway, 2,534 agreements covered 203,502 workers. In Austria, in 1933, there were 1,660 agreements, covering 174,067 establishments and 489,480 workers. In Germany, in 1929, 8,925 agreements covered 997,977 establishments and 12,276,060 workers.

The number and variety of the questions dealt with in various countries by collective agreements are considerable. They include matters relating to conditions of employment (wages, hours of work, conditions of engagement and dismissal, apprenticeship, insurance, etc.), and also matters connected with the relations between employers and workers (rules of employment, disciplinary methods, penalties, settlement of individual labour disputes, prevention and settlement of collective disputes, etc.).

In a large number of countries collective agreements are recognised by law, and in some cases legislative provision is made for the possible extension of the agreements to third parties in the trades concerned.

The Report compiled by the International Labour Office gives a list of over a hundred laws relating to collective agreements in the following thirty-nine countries: Argentina, Australia, Austria, Brazil, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain, Greece, Hungary, India, the Irish Free State, Italy, Latvia, Luxemburg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, Rumania, the Union of South Africa, Spain, Sweden, Switzerland, Turkey, the United States, the U.S.S.R., Venezuela, and Yugoslavia.

The place taken by collective agreements in the economic structure of the community is described, and attention is drawn to the tendency in modern times towards a greater standardisation of working conditions, especially within each industry—a tendency which facilitates the collective regulation of working conditions not only by voluntary agreements but also by State action.

Finally, the Report contains a chapter showing in what way and to what extent collective agreements can be utilised, in conjunction with national legislation, for the application of International Labour Conventions.

A MARITIME STATISTICAL HANDBOOK

Taking all the countries of the world, their mechanically propelled merchant ships of over 400 tons represent some 54 million tons gross. The classification of these ships by country and category of ship, the salaries and wages of merchant marine personnel in the different countries, and the number of such personnel are questions on which the International Labour Office has tried to give information in a volume just published, entitled a " Maritime Statistical Handbook."

This volume owes its origin to the negotiations and discussions which have been going on for the last two years under the auspices of the International Labour Office with the object of arriving at an international agreement as to certain minimum standards on a number of questions affecting the conditions of employment of merchant seamen, including in particular the important question of hours of work on board ship and manning and also the question of holidays with pay for seamen. It was felt that a reference book containing authoritative data on the three matters referred to above might prove of practical interest.

The main value of the Handbook lies in the fact that the information it contains is derived from incontrovertible sources, such as special communications from national ministries or shipowners' or seamen's organisations, copies of collective agreements, etc.

" INTERNATIONAL SURVEY OF SOCIAL SERVICES "

In December, 1933, the International Labour Office published for the first time an " International Survey of Social Services," containing studies of the working, in 1930, of the social services of 24 countries. This first edition was very favourably received, and the Governing Body of the Office accordingly decided that a second edition should be issued, dealing with the working of social services in 1933.

The plan for the second edition is the same as that for the first. The material for each country is given under six heads: statistics of population, showing the distribution of employed persons by branch of economic activity or by occupational group; social insurance; social assistance; housing; family allowances; holidays with pay.

For each social service the legislation in question is briefly analysed and statistics of its working are given. The social insurance statistics, for instance, show the number of insured persons, the financial resources of the scheme, annual expenditure and balance-sheets.

As the new edition comprises 38 countries, it was decided to publish the work in two volumes.

Volume I, which appeared at the beginning of 1936, contains studies of the working of social services in the following 19 countries: Australia, Belgium, Bulgaria, Canada, Chile, Finland, France, Germany, Great Britain and Northern Ireland, India, Irish Free State, Italy, Japan, Netherlands, Norway, Sweden, Union of South Africa, Union of Soviet Socialist Republics, United States of America.

Volume II, published at the end of 1936, comprises the following 19 countries: Argentina, Austria, Brazil, Czechoslovakia, Denmark, Estonia, Greece, Hungary, Latvia, Luxemburg, Mexico, New Zealand, Poland, Portugal, Rumania, Spain, Switzerland, Uruguay, Yugoslavia.

This second edition of the *Survey of Social Services* contains an exceptional amount of material, drawn from an analysis of nearly 700 social insurance or assistance laws and comprising also over 700 tables giving the results of the application of these laws.

As in the case of the first edition, the national monographs prepared by the Office were checked and supplemented by national administrative departments, and in many cases the Office had the satisfaction of receiving fresh and hitherto unpublished information.

The second edition of this work is more international in scope than the first, and the amount of material it contains makes it of undoubted value to all persons who wish to have a general account of the range and working of social services in a large number of countries.

Finally, this second edition is of special interest in regard to the 24 countries that appear in both editions, for it makes it possible to follow the progress of social insurance and assistance institutions from 1930 to 1933 in any one country and to estimate the effect of the economic depression on the protection that such institutions afford the workers.

MEETINGS ANNOUNCED

2 April, 1937, at Washington.—Technical Tripartite Conference on the Textile Industry.

6 May, 1937, at Geneva.—79th Session of the Governing Body of the I.L.O.

24 May, 1937, at Vienna.—Regional Conference of Representatives of Factory Inspection Services.

3 June, 1937, at Geneva.—23rd Session of the International Labour Conference.

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THE SEVENTY-EIGHTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

The Governing Body of the International Labour Office held its Seventy-eighth Session at Geneva on 4, 5 and 6 February, under the chairmanship of Mr. Nečas, Minister of Labour of Czechoslovakia.

In the course of this Session, the Governing Body had to make a final selection of the questions to be placed before the 1938 Session of the International Labour Conference with a view to the preparation of international Conventions or Recommendations. Owing to the time required for the drafting and forwarding of the preparatory reports, especially in the case of distant countries, the Agenda of the Conference has to be fixed a long time in advance.

After some discussion, the Governing Body decided to place the following items on the Agenda of the 1938 Session of the International Labour Conference :

Recruiting, placing and conditions of labour (equality of treatment) of migrant workers ; technical and vocational education and apprenticeship ; regulation of contracts of employment of indigenous workers ; regulation of hours of work and rest periods in road transport.

The last item deserves special notice. Its purpose is to extend the scope of international measures for the protection of labour to a group of workers which is daily growing in size and which, having in many countries entered industrial life after the chief social measures had been enacted, is often deprived of the statutory protection enjoyed by others workers. This field offers especially wide scope for the activities of the Organisation.

The decision to place the question of the recruiting, placing and conditions of labour (equality of treatment) of migrant workers on the Agenda is of special interest from the point of view of the action of the International Labour Organisation in the sphere of migration, particularly if regarded in conjunction with certain other resolutions adopted by the Governing Body at the same Session on the proposal of the Permanent Migration Committee.

For a long time the opportunities of the Organisation for action in this field were limited. Apart from the difficulties arising out of the very nature of these problems, which were regarded by many Governments as being a matter of strictly national concern, the economic depression of the past few years had raised fresh obstacles, by arresting and, in some cases, completely reversing the currents of migration.

Now that recovery has set in, however, the prospects for the future are more hopeful. Appeals have come from several of the South American countries. At the Conference held in Santiago-de-Chile in January, 1936, a resolution was adopted requesting the International Labour Office to undertake special studies bearing, in particular, on the relation between immigration and public and private land settlement. The Permanent Migration Committee noted, at its meeting in Geneva last November, that general world economic conditions were becoming more favourable to a resumption of migration movements, and accordingly made a number of practical suggestions with a view to strengthening the action of the Office in this field, on the one hand by extending its studies on the subject, and on the other by preparing international meetings to promote the solution of the technical aspects of migration problems.

The Governing Body approved the proposals of this Committee.

* * *

A summary of the main points of the discussion on each of these questions is given below.

The Textile Conference at Washington

The Governing Body considered the organisation of the Technical Tripartite Conference on the Textile Industry which, on the invitation of President Roosevelt, will meet at Washington on 2 April, 1937. It will be recalled that this Conference has been convened by the Governing Body in order to examine " all those aspects of the textile industry which, directly or indirectly, may have a bearing on the improvement of social conditions in that industry."

The Governing Body appointed the following persons to represent it at this Conference :

Government members : Mr. Nečas (Czechoslovakia), Mr. Pardo (Argentina), Mr. Carter Goodrich (United States of America).

Employers' members: Mr. Oersted (Denmark), Mr. Tzaut (Switzerland) with Mr. Lecocq (Belgium) as substitute, and Mr. Dennison (United States) with Mr. Harriman as substitute.

Workers' members: Mr. Mertens (Belgium), Mr. Kupers (Netherlands), with Mr. Hayday (Great Britain) as substitute, and Mr. Green (United States).

Reduction of Hours of Work in Printing and Kindred Trades and in the Chemical Industry

The Governing Body considered the records of the Tripartite Meetings of Government, employers', and workers' representatives on printing and kindred trades and on the chemical industry, held in Geneva last December.

It may be recalled that the question of the reduction of hours of work in these two industries, like that of the reduction of hours of work in the textile industry, figures on the Agenda of the 1937 Session of the International Labour Conference. The Tripartite Meetings had been called with a view to assisting the Office, from a technical standpoint, to prepare the work of the Conference, and were of an exclusively advisory character. Very full general discussions were held on the question of the 40-hour week in each of these industries.

During a debate which took place in the Governing Body, Mr. Jouhaux (workers' representative, France) criticised the attitude of the employers' representatives who had attended these meetings as experts and who, according to the reports which had been published, had refused to take part in the debates on the definition of the industries in question, on the ground that they did not wish to collaborate in any work which might lead to the preparation of Conventions on the 40-hour week. Mr. Jouhaux described this attitude as sabotage, pointing out that persons who agreed to attend meetings as experts were bound to express their opinions; he also feared that in present circumstances the growing tendency to dwell on the economic aspects of questions might result in clouding the issue and postponing social reforms such as the 40-hour week. Mr. Jouhaux added that he himself had always worked, both in the International Labour Organisation and in his own country, to promote the establishment of the 40-hour week. He was happy to say that the 40-hour week was now applied throughout France. It was therefore his duty not only as a workers' representative but as a Frenchman to do his utmost to secure the application of that reform in all other countries.

Mr. Oersted (employers' representative, Denmark) objected to Mr. Jouhaux's allegations as regards the attitude of the employers' group at the Preparatory Meetings on printing and kindred trades and on the chemical industry. He pointed out that it was not the employers' group which had asked that these meetings should be called. When the meetings took place, the employers' experts had not refused to take part in them and had given their opinions during the discussions on the 40-hour week although they maintained their opposition to that measure. It was only when an attempt was being made to define the industries in question that they remained silent during the discussion, since they did not wish to take any part in determining the scope of future Conventions.

Mr. Oersted added that if Mr. Jouhaux's views in regard to the obligations of the employers' representatives were shared by other members of the Governing Body, the employers would have to reconsider the whole question of their participation in the work of the Organisation.

Mr. Mertens (workers' representative, Belgium) who was one of the representatives of the Governing Body at the Preparatory Meeting on printing and kindred trades, supported the views expressed by Mr. Jouhaux.

The Governing Body was not called upon to take any decision on the records of these meetings, for their object was merely to assist the International Labour Office in preparing the reports which are to serve as a basis for the discussions at the June Session of the International Labour Conference.

Reduction of Hours of Work in Coal Mines

The Governing Body also discussed the question of the reduction of hours of work in coal mines.

The International Labour Conference, at its Session in June, 1936, had passed a resolution suggesting that a preparatory technical tripartite conference should be convened to examine this question, and the Governing Body had adjourned its decision as to the effect to be given to this resolution until its seventy-eighth Session.

In the meantime the Executive Committee of the Miners' International Federation, which met at Brussels on 14 and 15 January, 1937, had adopted a resolution urging the Office to convene the technical tripartite conference on hours of work in coal mines at the earliest possible opportunity, so that an international labour Convention could be adopted by the Conference. A similar appeal was addressed to the Office by the International Congress of Christian Miners in December, 1936.

Mr. Hayday (workers' representative, Great Britain) supported the miners' request in the Governing Body. He pointed out that the miners of the world, who numbered some three million persons, had been disappointed in their hopes of speedy realisation of an international reduction of hours of work. The present time was particularly favourable for such a reform, as economic progress was now general. Several countries, namely the United States, France and Belgium, had already introduced and applied a reduction in working hours in mines. The number of miners in those countries was an important proportion of the total number in the world. There was no reason why the reform that these States had instituted could not be applied in other countries, and the time had come to convene a technical tripartite conference on hours of work in coal mines.

Mr. Jouhaux (workers' representative, France) endorsed Mr. Hayday's statement and emphasised the impossibility of admitting that the absence of Germany from the International Labour Organisation was an excuse for delay. It was by no means certain that Germany would refuse to participate in an international conference on the subject.

The resolution adopted by the Miners' International Federation included the following passage :

> " The Miners' International Federation places on record that it would gladly see the proposed Tripartite Conference attended by coal-producing countries at present not affiliated to the International Labour Organisation. At the same time, it pledges its full support to Governments desirous of protecting the coal industries of their own countries against unfair competition from such coal-producing countries as may try to evade or obstruct such international agreement. The Executive Committee of the Federation will take all suitable steps to enlist the support of all coal-consuming countries against those coal-producing countries which might refuse to subscribe to an equitable international agreement on hours in coal mines."

This was the first time that a declaration of this kind was embodied in a document from an international workers' organisation, and Mr. Jouhaux drew the attention of the Governing Body to the importance of this fact.

Mr. Picquenard, on behalf of the French Government, urged that the technical tripartite conference on hours of work in coal mines should be convened in the near future and gave certain details regarding the application of the working week of 38 hours 40 minutes in French mines.

Mr. Norman referred to the attitude of the British Government in regard to the question, as defined by Mr. Leggett at the previous Session of the Governing Body. Since then there had been no fresh developments in the situation. Furthermore, he doubted whether it would be materially possible to prepare for a tripartite conference on coal mines in 1937.

Mr. Lambert-Ribot (employers' representative, France), replying to Mr. Picquenard, claimed that the week of 38 hours 40 minutes in French mines had resulted in a decline in output at the very time when the demand was increasing, in a rise in prices and the cost of living, and in a shortage of skilled labour.

Mr. Jouhaux (workers' representative, France) contested Mr. Lambert-Ribot's statement and pointed out that, although there had been a falling-off for a certain time in French mines, output had since recovered.

Mr. Kirkaldy (employers' representative, Great Britain) called attention to the small number of ratifications of the 1931 Convention on the reduction of hours in coal mines. In the circumstances, the Governing Body should reflect before attempting to secure a further reduction.

Mr. Carter Goodrich (Government representative, United States) and Mr. Duffy (workers' representative, United States) expressed their conviction that the International Labour Office would be able to find a solution for the question of the reduction of hours of work in coal mines. Mr. Goodrich added that the United States Government would be ready to take part in a tripartite conference as soon as there were any prospects of success.

Mr. Komarnicki (Government representative, Poland) said that the Polish Government, while favourable to such a conference in principle, felt that it was premature at the present time.

In referring to the discussion and to the correspondence exchanged with certain States which were not represented on the Governing Body, the Director said that, among the leading European coal-producing countries, three—namely, Great Britain, the Netherlands, and Poland—were not in favour of a conference being held in the near future. In the circumstances, it was difficult to decide definitely that such a conference should be convened without further consultations.

Finally, by 13 votes to 8, the Governing Body adopted a proposal submitted by Mr. Hayday, whereby the Office was instructed to inform the Governments that the Governing Body proposed to convene a tripartite meeting on hours of work in coal mines in October, 1937, and to request them to furnish their observations. A report containing these observations will be submitted to the Governing Body at its next session in May.

Reduction of Hours of Work in Glass Works

The Governing Body took note of the record of the meetings of the Technical Committee on Glass Works, held in November, 1936. The Committee concluded its work by adopting a resolution requesting the Governing Body to consider placing on the agenda of an early session of the Conference the question of the reduction of hours of work in the branches of the glass industry not already covered by the existing Conventions concerning the 42-hour week of four shifts.

Agenda of the 1938 Session of the International Labour Conference

The Governing Body took a final decision to place the four following items on the Agenda of the 1938 Session of the International Labour Conference :

Regulation of hours of work and rest periods in road transport ;

Technical and vocational education and apprenticeship ;

Regulation of contracts of employment of indigenous workers ;

Recruiting, placing, and conditions of labour (equality of treatment) of migrant workers.

It was also decided that three other questions which had not been placed on the Agenda of the 1938 Session should be examined at preliminary meetings of experts, so that it might be possible for those questions to be dealt with at a single discussion at the 1939 Session of the Conference. The three questions concerned the organisation of factory inspection, safety in coal mines, and the rights of performers as regards broadcasting, television and the mechanical reproduction of sounds.

Migration

The Governing Body considered the report of the Permanent Migration Committee on the Session which it held in November last.

The Committee had pointed out that, in general, world economic conditions were becoming more favourable to a resumption of migration movements and that consequently migration problems should be studied with increasing care and with the close collaboration of the countries concerned. The Committee accordingly adopted various resolutions in which it requested :

> That a careful preparation of development plans in certain districts of Latin America with a view to settlement be carried out by the Governments concerned, and that the International Labour Office place its services at the disposal of the Governments which should desire it ;
>
> That a Correspondence Committee on Migration be appointed to enable the Office to consult experts on the problems of emigration ;
>
> That the Director should consult the members of the Organisation without delay in regard to the meeting of a conference of experts on the subject of migration with a view to settlement.

On behalf of the Polish Government, Mr. Komarnicki emphasised the important part which the migration question played in his country, where the population had increased by seven million since the end of the war. He also called attention to the obligations which devolved upon the Office in regard to this question.

Mr. Muñiz, on behalf of the Brazilian Government, supported the proposals of the Migration Committee but made reservations with regard to the attitude of his country on the national aspect of migration problems.

Mr. Pardo (Government representative, Argentina) was glad to note that the Office was actively dealing with these problems, which were of great importance to Argentina. He called attention to the initiative taken on this question by the representatives of his country at the Conference at Santiago and the Pan-American Conference at Buenos Aires.

Mr. Jouhaux (workers' representative, France) emphasised the common interests of the countries of emigration and immigration. That should imply that social legislation should be developed in both types of country. Surplus labour transferred from one country to another where it was needed should not be allowed, owing to a lower standard of living, to compete with national labour in the country of immigration where standards of social legislation were higher.

Mr. Oersted (employers' representative, Denmark) agreed with Mr. Jouhaux on the great importance of the social aspects of migration. In view of the continuance of unemployment, a satisfactory organisation of labour movements concerned every country. He made several suggestions with a view to facilitating any action taken by the International Labour Office as a result of the Migration Committee's recommendations.

Mr. Harold Butler, Director of the International Labour Office, referred to the previous work done by the International Labour Organisation in the field of migration and pointed out that the Organisation could not be blamed for the fact that a solution for the problem had not yet been found. Perhaps the political difficulties which had arisen might be overcome by preparing the subject on a more technical basis. He felt that the method proposed was, under present conditions, the most practical suggestion by which results might be achieved in the immediate future.

The Governing Body finally adopted the report of the Migration Committee. It decided that the suggestions concerning the preparation of development plans in certain districts of Latin America with a view to settlement should be submitted to the Governments concerned.

Conditions of Employment of Salaried Employees

The Governing Body examined the record of the recent meeting of the Advisory Committee on Salaried Employees.

The Committee had dealt with the following questions : Period of notice and indemnity on discharge of salaried employees, use of office machines and its effect on the conditions of employment of staff, regulation of health conditions in certain establishments, shops and offices, and statistics of non-manual workers in various countries.

The Governing Body authorised the Office to undertake the studies asked for by the Committee on these various questions.

Proposed Labour Conference of Asiatic Countries

The Governing Body authorised the Director to transmit to the Governments concerned the report prepared by the Office on the proposals to convene an Advisory Tripartite Conference of Asiatic Countries and on the proposal to set up a Permanent Committee for Asiatic Countries.

Visit of a Delegation of the Governing Body to South Africa

The Governing Body had received an invitation from the Government of the Union of South Africa to send a delegation of a few of its members to South Africa to obtain information on the spot as to the conditions of indigenous workers. The Governing Body expressed its gratitude to the Government of the Union of South Africa for its kind offer of hospitality and welcomed this fresh proof of the interest taken in the work of the Organisation by extra-European countries. The Director of the Office was requested to get into touch with the Government of the Union of South Africa in order to discuss the details of the proposed visit so that he would be in a position to lay a definite programme before the Governing Body at a subsequent Session.

Conditions of Employment on Board Ship

The Governing Body considered the effect to be given to the resolutions adopted by the Maritime Sessions of the International Labour Conference, held in Geneva last October.

These resolutions referred to compensation for accidents and unemployment insurance for seamen, equality of treatment for national and foreign seamen, the "contractor system," accommodation of crews on board cargo vessels, seamen's wages, etc.

It was decided to refer the resolutions to the Joint Maritime Commission, which deals with maritime questions.

Application of International Labour Conventions

The Governing Body considered various questions of a practical or legal nature arising out of the annual reports furnished by Governments on the application of the International Labour Conventions which they have ratified.

The Director's Report

The Governing Body considered the Report submitted by the Director of the International Labour Office on the activity of the Organisation.

Mr. Mertens, on behalf of the workers' group, Mr. Oersted, on behalf of the employers' group, Mr. Riddell, on behalf of the Government group, the Chairman, on behalf of the whole Governing Body, and Mr. Harold Butler, on behalf of the International Labour Office, paid a tribute to the memory of the late Jules Gautier, who, as representative of the French Government, had taken part in almost all the Sessions of the International Labour Conference. He had also been chairman or reporter of numerous committees, and in the different functions which he had fulfilled had never failed to collaborate most faithfully in the work of the Organisation. On behalf of the French Government, Mr. Picquenard thanked the Governing Body for its expressions of sympathy.

The Governing Body also expressed its deep regret at the death of Mr. E. H. Kettle, Professor at the British Post-Graduate Medical School, who was a member of the Correspondence Committee on Industrial Hygiene.

The Governing Body fixed 24 May, 1937, for the opening of the Regional Conference of representatives of factory inspection services which will be held in Vienna and to which the Governments of 14 countries have been invited.

A report by Mr. Maurette, Assistant Director of the Office, on the mission which he had undertaken in Brazil in July, 1936, in order to study certain social aspects of the economic development of that vast country, was submitted to the Governing Body.

Without entering on a discussion of this report, which the members of the Governing Body had not had sufficient time to study thoroughly, Mr. Muñiz expressed the Brazilian Government's lively satisfaction at Mr. Maurette's detailed report. He requested that it should be published immediately. Several members of the Governing Body associated themselves with the congratulations addressed to Mr. Maurette. It was agreed that the report should be published in English, French and Portuguese.

During the discussion on the Director's Report, Mr. Oersted (employers' representative, Denmark), on behalf of the employers' group, expressed his regret that Mr. Maurette was leaving Geneva in order to take up the post of Director of the Paris Office of the International Labour Office. Mr. Oersted referred to the services which Mr. Maurette had rendered to the Organisation and expressed the hope that he would continue for a long time to represent the Office in Paris.

Mr. Schürch (workers' representative, Switzerland), on behalf of the workers' group, joined in paying a tribute to Mr. Maurette's services. He also expressed his regret at the departure of Mr. Henri Fuss, Chief of the Unemployment and Migration Section, who had recently been appointed Royal Commissioner for Unemployment by the Belgian Government.

The Chairman, on behalf of the whole Governing Body, associated himself with the congratulations and regrets which had been expressed in regard to Mr. Maurette and Mr. Fuss.

Mr. Maurette thanked the Governing Body on his own behalf and on behalf of Mr. Fuss, who had been one of his close collaborators.

The Seventy-ninth Session of the Governing Body will be held in Geneva on 6, 7 and 8 May, 1937.

THE WORLD TEXTILE INDUSTRY

The International Labour Office has sent to Governments a Report which it has prepared as a basis for the discussions of the Technical Tripartite Conference on the Textile Industry, opening at Washington on 2 April, 1937.

It will be remembered that it was on the invitation of President Roosevelt that the Governing Body of the International Labour Office decided to hold this Conference in the United States.

Twelve States have already made known their intention of participating: Belgium, Canada, Finland, France, Great Britain, India, Japan, Latvia, the Netherlands, Poland, the United States, and Yugoslavia. Further favourable replies to the invitation to attend are also anticipated.

Each State taking part has been requested to send one Government representative, one employers' representative, and one workers' representative, each of whom may be accompanied by advisers. The Governing Body of the Office will be represented by nine of its members, three for each group.

The Report drawn up by the Office states that this Textile Conference represents the first attempt by the International Labour Organisation to review the general situation of a worldwide industry, in order to explore the possibility of improving its social standards. The terms of reference of the Conference include the examination of all aspects of the textile industry which, directly or indirectly, may have a bearing on the improvement of social conditions in that industry. The preparatory studies, therefore, have had to cover a particularly wide field.

Thus the Report deals in turn with the scope and structure of the textile industry, the sources of the raw materials which it employs, the organisation of the production of cotton, wool, silk, rayon, linen, jute, and the world trade in raw and manufactured products; and it examines recent changes in both the industrial and the commercial fields.

Among the factors which have led to economic and social disequilibrium in the world textile industry, the Office notes in the first place the diffusion of modern industrial technique to countries and districts once purely agricultural, and which now compete with the older industrialised countries. To this have been joined, during recent years, restrictive trade policies, such as high tariffs, quotas and exchange control; the rapid advance of technological efficiency; and the drive toward national self-sufficiency. Finally, the consequences of the world depression have curtailed the rate of industrial activity.

That trade in textile products fell much more heavily than the output of textile manufactures during the depression is another conclusion of the Report. It also shows that in the course of the world recovery to date, trade in textile products has risen much less than output.

Another point stressed by the Report is that international competition in textile manufactures is governed largely by differences in national levels of labour costs.

In discussing the question of over-production or under-consumption in its bearings on the world textile industry, the Report draws attention to this paradox: "Textile manufacturing may be described from the commercial point of view as an industry of over-production. From the social point of view, however, it may be characterised as an industry of under-consumption." The solution of this paradox is said to lie "in measures and policies which would, the world over, enlarge real income and the purchasing power of the mass of the population."

The textile industry, in most countries, is characterised by lower average wages for men and women workers than those paid in industry in general.

As regards hours of work, according to the Report, the textile manufacturing countries may be divided into three groups: the countries of Asia and the Far East, in which the normal working week exceeds 48 hours; most of the countries of Western and Central Europe, with a normal working week of about 48 hours; and the 40-hour week group, which includes France, Italy, New Zealand, the United States, and the U.S.S.R.

In analysing the development of unemployment in the textile industry, the Report attributes it largely to the world depression, contributory causes being changes in the international structure of the textile trade and technical progress. In some countries, however, structural unemployment is of special importance.

The Office concludes by stressing that some of the factors which made for confusion and disorder in the textile industry between 1930 and 1934 are being modified. Industrial recovery has become worldwide, and the textile industry is having its share in this revival. Recent monetary developments are tending to eliminate currency devaluation as an instrument of international competition, and some progress is being made towards reducing obstacles to international trade. These facts should facilitate efforts towards the reconstruction of the textile industry.

From the economic as well as from the social point of view the need is the same: there must be international co-operation, both to promote the orderly development of the textile industry in different countries and to secure decent living standards for the workers in the industry. The purpose of the Textile Conference at Washington, composed of Government, employers' and workers' representatives, will be to lay the foundations of this co-operation.

FORTHCOMING MEETINGS

2 April, Washington: Technical Tripartite Conference on the Textile Industry.

5–10 April, Geneva: Committee of Experts on the Application of International Labour Conventions.

9 April, Geneva: Committee of Experts on Workers' Nutrition.

6, 7, 8 May, Geneva: Seventy-ninth Session of the Governing Body of the International Labour Office.

24 May, Vienna: Regional Conference of Representatives of Factory Inspection Services.

28 May, Geneva: Advisory Committee on Professional Workers.

28-29 May, Geneva: Advisory Committee on Management.

31 May, Geneva: Committee on Social Charges.

1 June, Geneva: Eightieth Session of the Governing Body of the International Labour Office.

3 June, Geneva: Twenty-third Session of the International Labour Conference.

27 September, Geneva: Conference of Labour Statisticians.

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REPORT OF THE DIRECTOR TO THE TWENTY-THIRD SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

In view of the forthcoming Twenty-third Session of the International Labour Conference, which will open at Geneva on 3 June next, Mr. Harold Butler, Director of the International Labour Office, has issued his annual Report and addressed it to the Governments of all the States Members of the Organisation.

The Report opens with the observation that "a year ago everyone was asking himself whether the signs of better times then clearly apparent were real or illusory, whether the full tide of recovery was actually flowing or whether there was just a lull in the depression."

> "To-day there can be no doubt that a large measure of recovery has been actually accomplished. . . .
>
> "But although great progress has been made in the last twelve months, no one feels sure that stability or equilibrium has really been attained. . . The economic machine is once more moving forward with gathering speed, but the distance that it may be expected to travel remains a matter of anxious speculation."

In fact, in a whole series of countries production has already surpassed the 1929 level. Unemployment, it is true, has not declined to the extent which the recovery of production might be expected to indicate, but its diminution is noteworthy and very general. In some countries more people were at work at the end of 1936 than at the peak in 1929. The volume of international trade has risen somewhat since 1935, but still remains some 10 to 15 per cent. less than in 1929, which shows that the measures taken to revive prosperity were chiefly of an internal character. They related mainly to national consumption and did not promote the abolition of exchange control and the lowering of tariff barriers that would have given a fresh impetus to foreign trade.

Recently, however, an event of great importance has taken place: the conclusion of the Tripartite Monetary Agreement of September last between France, Great Britain, and the United States. As Mr. Butler writes:

> "At length international co-operation in the economic field has been initiated. . . .
>
> "If the depression has shown one thing more clearly than anything else it is that economic prosperity and social security depend more on monetary policy than on any other single factor."

Furthermore, the United States policy of lowering trade barriers and the similar efforts made by many other countries are "the first pieces of flotsam showing that the tide has turned after ebbing for six years steadily towards autarky and economic nationalism."

Other signs of recovery are the rise that has taken place in the prices of the principal foodstuffs and raw materials, the improvement in the position of the great agricultural countries, the greater activity of shipping, the rapid recovery of shipbuilding, etc.

Unfortunately there are abnormal factors which overshadow the cheerful picture drawn above. The most serious is "the growth of armaments and the uneconomic activity which it represents." Now it is indisputable that this growth has made a substantial contribution to the increase of production and of employment, and doubts therefore arise as to the soundness of the recovery.

> "The money spent (on armaments) means money withdrawn from private enterprise; the labour employed for purposes of destruction means labour withdrawn from productive purposes; the raw materials used create a dearth for industries working to increase the national wealth. . . .
>
> "The armaments race is then an element of weakness in the process of recovery, but it is also

> the symptom of a greater weakness. The general unrest indicated by the open preparations for war in Europe and in the Far East constitutes a formidable dam in the path of the stream of prosperity, which is now beginning to flow once more. As long as the fear of war is as widely prevalent as in the latter months of 1936, it is vain to expect that the world can attain its full economic momentum. . . .
>
> " All the financial, commercial and social measures, by which the great crisis of the past five years is being overcome, are nothing but vanity if the whole political and economic fabric of our present-day civilisation is under the constant menace of disruption by another international conflict."

Yet these very measures and their results should give humanity confidence in its own strength, for there can be no doubt that the strong and healthy part of the economic recovery is the effect of positive action by Governments and peoples rather than of any process of automatic readjustment. Among the lessons to be drawn from the slump this is one on which Mr. Butler lays special stress. We now know that " the pace and the precipitousness of these economic movements is not entirely a dictate of nature beyond the control and direction of human agencies."

> " This discovery that after all man is capable of asserting some control of his economic destiny is all the more timely and important because present-day communities are no longer content to accept the buffets of economic misfortune with the same docility as in the past. . . .
>
> " Instead of being ancillary to economics, social policy now occupies the foremost place in the eyes of statesmanship. No State, whatever its ideological complexion or its political structure, affects to ignore the claims of the great mass of its citizens to a certain standard of life and a certain security of employment. Both are now regarded as almost statutory rights, which it is the duty of Government to ensure. The strength of every administration tends to be mainly judged by its success in curtailing unemployment and in restoring the incomes of the farmer and the manufacturer to a profitable level. The condemnation of failure is now apt to be all the more severe because a series of national experiments has demonstrated the possibility of combating the effects of depression with marked success."

Mr. Butler shows in fact that the experience of the depression has disposed of a number of outworn ideas, especially as regards unemployment relief, unemployment insurance, etc. Social insurance has emerged from the depression stronger than ever. On the other hand, the idea that wage reductions are the most effective means of combating economic depression has been confuted by the facts. The movements in favour of shorter hours of work, holidays with pay, workers' spare time, etc., far from having been retarded by the difficulties of the last few years, have been accentuated.

The Director of the International Labour Office passes in review some of the principal present-day tendencies, now that social policy is appearing, in the light of the lessons of the depression, in an altogether new setting.

He studies the growth of State intervention in the economic field, which has become a lasting feature of the new order.

He notes that the traditional method of deflation altogether failed to arrest the catastrophic decline of trade, production, prices, and employment which began in 1929. Confronted by this situation Governments deliberately turned to expansionist measures ; that is to say, they sought to increase the quantity of cash and credit in circulation. And the reviving effects of this expansion have been recorded everywhere.

Mr. Butler also analyses the causes and effects of the drive for self-sufficiency, which is almost everywhere apparent.

> " Agricultural countries are developing industries, while industrial countries are fostering agriculture. Though this tendency has been greatly accelerated by the slump, it is further encouraged by the nationalistic spirit, which is perhaps the most fateful legacy of the war. When agricultural countries found their exports barred by tariffs and quotas, or saleable only at pitiable prices, it was natural enough that they should try to make for themselves the goods which they could no longer afford to buy abroad. When the industrial countries found their manufactures confronted by the inability of the agricultural countries to purchase them or by fresh barriers raised to protect home industries, it was natural enough that they should encourage their own farmers."

As regards the problem of raw materials, the Director of the International Labour Office notes that its colonial aspects have been exaggerated and that its essential dependence on the proper functioning of the world's economy has been underestimated.

But the point on which anxiety is now concentrated in the economic field is the rise in prices.

> " A rise in prices is a natural and healthy sign to be found in the early stages of economic recovery. As long as it is accompanied by a corresponding increase in production, it does not afford any ground for apprehension. At the present time prices, whether wholesale or retail, are in most countries well below the 1929 level. Though, as may be seen from the diagrams given, there is a wide variety of experience in different countries, it can hardly be maintained that the present position for the world as a whole is in any sense dangerous. On the other hand, if the upward price movement got out of hand, the cost of living might begin to soar with excessive rapidity. An upward spiral might be inaugurated, with costs, wages and prices outbidding each other in such a way as once more to threaten the stability of the economic structure. To prevent such a movement must always be a major aim of economic policy."

Here again, national effort, however effective, cannot attain its maximum efficiency unless integrated in an international system functioning harmoniously to achieve agreed objectives.

Reviewing the most recent attempts at social reconstruction made in the world, the Director of the International Labour Office stresses the extent and importance of the French "experiment."

> "That this immense programme should have been adopted and put into execution in so short a time is an interesting proof that neither the legislative nor the administrative procedures of democracy are incompatible with swift and decisive action when occasion requires."

Mr. Butler also draws attention to the far-reaching programme of reform being carried out in New Zealand.

Summing up the general impression given by the efforts made by countries of the most diverse political views, he notes "the large degree of similarity between methods adopted by States which differ widely in their political creed."

> "The modern technique is more or less universal. Whether it be a question of developing national resources, promoting national industry, controlling output, marketing and prices, regulating credit and currency, adjusting internal indebtedness, redistributing income by the taxation of large incomes and profits, or deflecting the course of international trade and capital, it is impossible to draw any firm distinctions along ideological lines. These practices are the common property of all countries. Frequent examples of all of them may be found under every type of constitution. Neither democratic nor totalitarian nor collectivist societies have any monopoly in them. But if the methods are similar, there is a fundamental difference in the results achieved, which is determined by the ultimate object in view. . . .
>
> "There is, however, no ultimate conciliation possible between social justice and preparation for war. Economically as well as ethically they are at opposite poles. War preparedness can only be bought by the sacrifice of civilised living to a greater or lesser extent. Social justice is only attainable if the forces of production are harnessed to the causes of peace, without which the general progress of mankind is impossible. Those who co-operate in the attempt to realise the ideals of the International Labour Organisation are the avowed servants of peace. Collective security is not merely a political conception, but demands for its realisation an economic order, national and international, of which the cornerstone is social justice."

NEW ASPECTS OF THE UNEMPLOYMENT PROBLEM

Unemployment has thus declined nearly everywhere, but not to the extent which the recovery of production might be expected to indicate.

This is one of the principal social phenomena on which Mr. Butler lays stress.

Notwithstanding the very general revival of activity, large pools of unemployment still persist. One of the reasons is that the working population is everywhere larger than seven years ago. Further, there is the influence of technical progress, the rhythm of which is so swift that the task of reabsorbing the displaced workers becomes increasingly difficult. There are constant changes in the actual structure of industry. Some industries decline, new industries are born. It becomes necessary to re-educate the unemployed whose trades are disappearing, a process that is often difficult after middle-life.

> "In Belgium Mr. Jacquemyns has calculated that in some districts from 10 to 15 per cent. of the unemployed consist of workers whose trade has disappeared or has been radically changed by rationalisation, while in twelve towns or districts it was found that 28 per cent. of the registered unemployed were over 50 years of age. In Germany, the Institute for Business Research has estimated that there are from 500,000 to 600,000 elderly unemployed, who would have to be treated permanently as being partially incapacitated from taking their place in industry. The same conclusion seems to emerge from Sir William Beveridge's findings. Whereas before the war the irreducible minimum of unemployed was reckoned to be 2 per cent. of the industrial population, he now postulates a figure of 6 to 8 per cent., equivalent in Great Britain to 800,000 or 1,000,000 persons. He further points out that long-period unemployment has increased considerably. In July, 1936, when something like a boom was under way, there were still about 500,000 insured persons who had been out of work for more than nine months."

It seems therefore that in many countries there is a "hard core" of elderly unemployed, and this aspect of the unemployment problem contains disturbing economic possibilities.

Another characteristic feature of the evolution of unemployment in recent years is brought out by Mr. Butler's report, namely, the growth of unemployment insurance.

> "Before the depression national schemes of unemployment insurance existed only in Austria, Bulgaria, Germany, Great Britain, the Irish Free State, Italy, and Poland. In other countries voluntary schemes subsidised by the State were in operation, while in many there was no public organisation whatever for assisting the unemployed. At the present time unemployment insurance has been introduced as a national measure in Canada and the United States, and its adoption is contemplated in Australia, Belgium, and South Africa. New voluntary schemes subsidised by public funds have been introduced in Greece, Spain, and Sweden, while there is no country of any industrial importance which has not instituted some scheme for supporting the workers from State funds."

Experience has shown that this expenditure is far from being economically unsound, as alleged by certain theorists, but that on the contrary it helps to maintain business activity. Further, it has been found that, apart from a very small minority, the unemployed are by no means less ready to try to find work because of the insurance benefits or the State assistance which they have received. "In Great Britain, the birthplace of unemployment insurance, where its effects can perhaps best be judged, tens of thousands of workers have migrated from the most stricken areas to seek employment in other parts of the country. . . ."

On this point, as on many others, the depression has finally disposed of many an "outworn fetish." On the other hand, the Director of the International Labour Office notes that "it has confirmed the lessons of the past by proving once again that unemployment is no respecter of nations."

> "It does not depend on the density of the population or on the availability of raw materials, or on access to colonial territories. It has not spared Great Britain or France or Belgium or the Netherlands despite their colonial possessions. It has not spared the United States despite its immense resources of raw materials. It has not spared Australia (2·2 inhabitants per square mile), Canada (2·9 per square mile), or Sweden (36·0 per square mile) despite the sparseness of their populations, whereas Japan (470 per square mile), despite the density of its population, has enjoyed comparative immunity. Unemployment is a worldwide disease, to which these factors are for the most part irrelevant. Its causes are largely international in character, and its remedies are to be sought as much in the international as in the national sphere."

The Progress of Social Insurance

"With the gradual passing of the depression, the great progress achieved by social insurance in the ten years following the war has been once more consolidated and a fresh advance begun."

This is the conclusion reached by the Director of the International Labour Office.

Far from having been overthrown by the greatest crisis which it has had to face, the whole conception of social insurance has emerged strengthened and confirmed by the ordeal. Yet every insurance fund has been subjected to tremendous strain during the depression, owing to the increase in claims for benefit at a time when resources were becoming depleted. In spite of these formidable difficulties social insurance as an institution has weathered the storm. Everywhere the reverse process is now in operation. The membership of funds is expanding, revenue is rising, restrictions on benefits are being removed, new developments are being planned or executed.

> "The proved value of the social insurances during the slump is further witnessed by the fact that not only have they been nowhere abandoned, but that they are being adopted in a number of countries which had previously remained largely or totally indifferent to them. The movement, which was still almost entirely confined to Europe in 1929, is now extending rapidly in all the other continents. Like Chile, Ecuador and Peru have just established general schemes of insurance for their workers, while important plans are in preparation in Bolivia, Colombia, Mexico, South Africa and Venezuela. Moreover, in Argentina, Australia, Brazil, Japan, and New Zealand the extension of the existing social insurance schemes is under consideration. A Federal scheme of old-age benefits, covering 26,000,000 workers, is just being put into operation in the United States, where the further development of the social security programme is being actively studied. In Egypt and Iraq, as already in India and Palestine, a beginning has been made with workers' compensation. In the meanwhile, European countries have not remained stationary. There is hardly one country in which improvements and extensions are not being prepared or carried out. To the whole of this movement the Conventions adopted by the International Labour Conference and the work of the Office have made a substantial contribution, which will doubtless become even more important in the years to come."

It is true that while the immediate prospects of social insurance are bright, it is none the less confronted by difficult problems. The changing technique of industry is modifying the character of the insured population. The period of maximum efficiency of the individual tends to be constantly shortened. The fall of the birth rate, coupled with the decline of the death rate, is slowly but surely transforming the age-distribution.

> "As the age of full earnings and efficient service is reduced, the demand for early old-age pensions will become more insistent. The strain on insurance institutions is thus likely to be aggravated. To meet it will tax the energy and ingenuity of the next generation, though the spread of social insurance may itself operate to check the restriction of the birth rate by improving the prospects of social security."

Wage Reduction not the most Effective Method of Combating Depression

In the light of the experience of the last depression Mr. Butler discusses the idea held by some economists that wage cutting is the classic method of restoring business activity and preventing unemployment.

On this subject the International Labour Office has prepared a series of diagrams showing the movement of wage rates and the movement of employment in eight representative countries—France, Czechoslovakia, Sweden, Great Britain, Belgium, the United States, Germany, and Poland. Comparison of the two sets of data disposes completely of the supposition that there is any simple relationship between them. As Mr. Butler says, "If a really international test is applied over a number of countries, the only possible conclusion is that the amount paid per hour to the worker is no more than one among a great many factors which go to determine the general level of a nation's economic activity, and by no means the decisive factor."

Later, dealing with monetary policy, the Director of the International Labour Office makes this observation of capital importance:

> "The first factor which paved the way to a complete change of approach was the realisation that the traditional method of deflation had failed to arrest the catastrophic decline of trade, production, prices and employment which began in 1929. During the years 1930, 1931 and 1932 the States which first felt the blast of the depression tried to check it by various deflationary measures. In Germany, the United States, Great Britain and other countries drastic efforts were made to reduce costs and prices, to cut down Government expenditure and in many cases to lower wage rates. None of these measures achieved the desired result. Unemployment continued to mount towards a point which threatened the stability of the social structure. Business continued to shrink and confidence to diminish. As prices fell, the burden of every debtor was multiplied, most of all in the farming communities, because agricultural prices dropped more steeply than those of other commodities. It followed that farmers were progressively unable to meet their obligations, to pay their taxes and to consume their proper share of the national production. Inevitably, the agricultural countries became likewise unable to meet the interest on their external debt and to maintain the volume of their imports in the face of the dwindling volume of their exports."

As regards the remuneration of labour in particular Mr. Butler notes that the depression has led to increasing recognition of the value of the minimum wage.

> "During last year alone fresh legislation for fixing minimum rates was passed in Bolivia, Brazil, Bulgaria, Guatemala, New Zealand, Panama, Venezuela and Yugoslavia. In New Zealand basic rates of wages of general application were fixed for the first time, while the compulsory powers of the Arbitration Court to determine rates over a large part of industry were restored. In Canada machinery was set up in Alberta and New Brunswick, but the Dominion Minimum Wages Act of 1935 was declared unconstitutional by the Judicial Committee of the Privy Council, which has led to the discussion of the desirability of removing the limitations of the Federal Parliament in this field. In the United States the Minimum Wage Law of the State of New York was declared unconstitutional by the Supreme Court, a decision which jeopardises the legislation operating in seventeen States. The precise effect of the judgment is, however, subject to further elucidation by the Court, and the last word as to the legality of minimum wages in the United States has not yet been pronounced.
>
> "Another method of ensuring the payment of a basic wage, which consists of giving the force of law to the minima fixed by collective agreements, is being widely adopted. It has been recently applied in Bulgaria, Greece, the Irish Free State, in the Canadian provinces of Nova Scotia and Quebec, and particularly in France, where something like a basic wage now operates for the first time over the greater part of industry. In Belgium also a large number of industries have adopted by agreement a minimum rate for unskilled workers which has been applied to public contracts and Government departments."

Mr. Butler also draws attention to the progress made by the system of family allowances and various measures for supplementing small incomes. He concludes:

> "Spasmodically but surely, the world is moving towards a social policy which aims at a guaranteed minimum income, partly in wages and partly in social services, for all who are contributing their share to the common stock."

Progress of the Forty-hour Week and the Annual Paid Holiday

The Director of the International Labour Office notes that, generally speaking, so far from the normal working week having been lengthened, a powerful movement has sprung up in the direction of shortening it. In 1933 the 40-hour week was applied to the whole of industry in the United States, and in the following year in Italy. In both cases the primary motive was the spread of employment. Since then the reasons adduced in support of the reform have changed. Instead of being merely regarded as a temporary expedient to meet an emergency, the 40-hour week is now looked upon as the next phase in the evolution of social progress. "Instead of being abandoned as times have improved in the countries which have adopted it, it shows every sign of becoming a permanent feature of their industrial systems."

It is true that by a judgment of the Supreme Court of the United States the National Industrial Recovery Act was declared unconstitutional and lost its legal validity. Nevertheless, the 40-hour week is still operative over the greater part of the American industrial field. The 40-hour standard still commands the general support of public opinion among employers, while the labour movement is demanding a further reduction to 30 hours. The general sense of the country is indicated by the enactment by Congress of an Act providing that no public contract exceeding $10,000 shall be granted unless it contains provisions prohibiting any person from being employed more than 8 hours a day or 40 hours a week.

Similarly, in Italy, although hours were temporarily increased to as much as 60 per week in some undertakings engaged on the manufacture of war material, further steps have been taken to reinforce the 40-hour week.

A further extension of the movement has taken place during the past year. In France an Act was passed on 21 June, 1936, establishing the 40-hour week in industrial and commercial undertakings and fixing the working week in underground mines at 38 hours 40 minutes. By the end of 1936 the Decrees to apply the Act already covered more than 3½ million workers. The figure has risen since then and is steadily increasing with the wider application of the reform.

In New Zealand an Act was passed on 8 June, 1936, restricting hours of work in factories to 40 in the week. The same standard has been applied to most workers on the railways, and the 44-hour week has been introduced for shop assistants.

In the U.S.S.R., where the system of five working days followed by a day of rest is in operation, the new Constitution lays down a "right to rest" which provides, among other things, for "the reduction of the working day to 7 hours for the overwhelming majority of the workers."

In Belgium an Act was passed on 9 July, 1936, applying the 40-hour week in industries or parts of industries where work is carried on under unhealthy, dangerous, or exhausting conditions. Special public administrative regulations are to be issued for the application of the Act to particular industries, etc. A beginning has been made by reducing the working week in coal mines to 45 hours.

Examining the reasons for which the principle of the 40-hour week is thus continuing to gain ground, Mr. Butler notes that the movement is now being advocated more on grounds of social policy.

> "It is pointed out that the worker has not received his full share of the fruits of mechanical progress. Although in most industries his productivity has been considerably enhanced, although the pace of operations has been greatly accelerated, the worker as a rule has not received compensation for his additional output in the form either of increased wages or of increased leisure. In some countries the desire for higher wages is stronger than the demand for more spare time, but in all countries the demand for shorter hours as the recompense for higher output and as an offset to increased nervous tension resulting from modern methods of production is growing in intensity. Though there has been strong opposition to international agreement for the introduction of the 40-hour week, it is easy to see from the discussions of the last five years under the auspices of the International Labour Organisation that its final achievement is inevitable. Moreover, the need for international agreement becomes more imperative as the number of countries applying the 40-hour week extends. Failing such an agreement, it is not improbable that countries which have already adopted the new régime will be tempted, if not compelled, to defend it by the imposition of tariffs, quotas or other barriers to international trade against competing countries which are still working longer hours. The erection of trade barriers on social grounds would be a particularly serious matter at a time when a reaction is setting in against restrictions on international trade. A new problem is thus being created which may give the Organisation much food for thought and discussion during the next few years."

The Director of the International Labour Office considers that the rapid spread of holidays with pay is yet further evidence of the tremendous impetus which the demand for greater leisure has acquired. "To-day in 1937 it may fairly be claimed that the right to paid holidays has secured almost general recognition." In no less than 22 countries it is already established by law for all wage earners. In 16 other countries paid holidays are provided for particular classes of workers. In others, again, the practice is being widely adopted by collective agreement.

Mr. Butler stresses the new importance that these reforms give the movement for the organisation of the workers' spare time, a movement which "forms part of the general demand for a better and wider life, which is the present trend of social progress."

The Drive for Self-sufficiency and the Problem of Raw Materials

> "The most outstanding feature of the times is perhaps the drive for greater self-sufficiency which is almost everywhere apparent. Agricultural countries are developing industries, while industrial countries are fostering agriculture. Though this tendency has been greatly accelerated by the slump, it is further encouraged by the nationalistic spirit which is perhaps the most fateful legacy of the war. . . ."

Mr. Butler draws special attention to the effects of this drive for economic self-sufficiency. He stresses the fact that the volume of international trade is still far below its 1929 figure, while at the same time world production is passing above all previous levels. In order that they may protect their economic activities in water-tight compartments the different States are being driven to introduce strict measures of control, prohibitions, etc., which seriously interfere with the normal working of international trade.

The Director of the International Labour Office studies among other things the efforts made by various countries to secure greater independence in their supply of raw materials. He notes that no nation can fairly be blamed for attempting to develop its production of foodstuffs or raw materials to the highest economic point or to find substitutes for those which it cannot produce.

> "Every country, for instance, naturally hopes and tries to discover a native oil-supply. Various countries are producing artificial petrol or dyestuffs from coal. No one can complain of the development of water power by countries possessing no coal deposits. The use of synthetic substitutes for wood or metal, such as celluloid, vulcanite and cement, by countries which have few forests or little ore is as legitimate and natural as the substitution of rayon for silk or artificial for natural nitrates."

But the true tests are price and quality. If new materials can be produced on a commercial basis, nothing can stop them. If they cannot, their ultimate disappearance is certain.

> "As an ordinary commercial problem the question of raw materials is in the last analysis a matter of supply and demand. It has been complicated and rendered acute by the dislocation of foreign exchanges, trade balances and the mechanism of international trade. As normal conditions of commerce and finance are gradually restored, raw materials will progressively become more generally available and many current misconceptions on the whole subject will be accordingly dispelled. The colonial aspects of

the problem will probably be found to have been exaggerated, and its essential dependence on the proper functioning of the world's economy to have been underestimated. Every advance towards re-establishing the unrestricted flow of goods and capital between nations is a step towards the proper distribution of raw materials for peaceful purposes. In so far, however, as the raw-materials problem is the problem of war supplies, it is not susceptible to economic treatment. It cannot be stated in economic terms because it is in its essence not an economic problem."

ONE METHOD OF PREVENTING SLUMPS: PUBLIC INVESTMENT POLICY

After having studied the conditions of the economic improvement recorded throughout the world, Mr. Butler asks " What then are the prospects ? "

He notes that at this moment, when recovery is still far from universal, the means of curbing a boom are being widely canvassed, particularly in countries like Great Britain, Sweden, and the United States, the object being to prevent an inflation that may be the prelude to another collapse. He observes :

> " No doubt caution and foresight are always needed, but to be afraid of recovery when at last it comes is no less absurd than to think every boom is a new era. Alarm at the vagaries of the economic system is as unhelpful as indifference. Deliberate organisation to bring these vagaries into control is what is required ; and it is one of the most hopeful features of the present time that there is some prospect of action in this direction."

Mr. Butler believes that there is wide scope for such action, especially in the field of public works.

> " The direction and timing of public investment is being recognised as an important element in the technique of stabilising prices and employment. The success in reducing unemployment achieved by means of expenditure on public enterprises in Germany, Italy, Sweden, the United States and other countries has pointed a lesson which has not been assimilated everywhere but which is steadily winning recognition."

Most, if not all, the attempts at national action of this kind during the depression were, however, haphazard and experimental, thus leading to disappointment.

> " Two requisites have been shown indispensable to obtain the best results. First, some regular machinery is necessary for gathering information for initiating or examining schemes, for ensuring their detailed elaboration, for proposing the method of financing and the rhythm of execution. Very few Governments at the present time possess anything like a complete and coherent view of the projects under consideration by their own departments of State and the various local authorities in their territories. Secondly, very few Governments have undertaken a comprehensive survey of their national resources and of the possibilities of developing them. Yet without knowledge of this kind it is impossible to plan a public investment policy to counteract the onset of depression."

The Director of the Office states, however, that a number of efforts along both lines may be noted : in Italy, Germany, Japan, New Zealand, Portugal, Spain, Sweden, the United States, Switzerland, Czechoslovakia, and Poland. These efforts show the existence of a growing realisation of the importance of a national investment policy, " not so much as an immediate remedy for unemployment in times of depression, but rather as an important lever for regulating the velocity and direction of economic activity at all times."

> " It constitutes an essential element in the new technique which is being gradually evolved to preserve economic stability. Yet here again, national effort, however necessary and effective, cannot attain its maximum efficiency unless integrated in an international system functioning harmoniously to achieve agreed objectives. It is evident that confusion and frustration are bound to ensue if countries follow diametrically opposite policies, as has been largely the case during the recent slump. If deflationary and expansionist programmes are being practised simultaneously by neighbouring Governments, the aggregate effect on the world's economy will at best be nugatory and more probably disruptive. Hence the need of international co-ordination in this field also. The Conference has before it suggestions as to how a first step can be taken. The ultimate goal is still far distant, but it is not too soon to make an initial attempt to survey this new and important field."

Mr. Butler adds that public investment as an instrument of monetary management is, however, only one branch of general financial policy.

THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION

An observation that frequently recurs in Mr. Butler's Report is that social progress, far from being arrested by the depression, has been stimulated by the evils which it has produced. The activity of the International Labour Organisation itself has been in harmony with this tendency.

> " At the present time the demands made upon the Organisation from all sides and in all fields curiously belie the view held by some people a few years ago that its mandate was nearing the point of exhaustion, that it would soon have covered the whole social field and would have nothing left to do but to re-hash old Conventions and Recommendations, while the Office would be reduced to an unchanging round of sterile bureaucratic routine. These forecasts have proved singularly wide of the mark. There was never a time at which a wider prospect of constructive work could be discerned ahead. Tasks sufficient to occupy the full energies of the Organisation for the next ten years can easily be visualised. In order to accomplish them the Office will have to eliminate every secondary, redundant or outworn activity, in order to concentrate all its forces on the essential duties which it is called upon to perform."

In support of this contention the Director of the Office recalls the recent progress made by the Organisation in the direction of universality and in its action for extra-European countries.

> " The past year has yielded further examples of this tendency. It began with the remarkable experience of the American Labour Conference at Santiago, and it ended with the acceptance by the Governing Body of the invitation of President Roosevelt to convene a World Textile Conference at Washington. These symptoms of the growing universality of the Organisation are entirely healthy. Its vital force, like that of any living organism, depends on constant change and constant renewal of its tissues. It could not fulfil its function adequately if America and Asia always came to Europe, and if Europe never had the opportunity of seeing America or Asia."

The International Labour Conference displayed greater vitality than ever during 1936. A special feature was the remarkable results achieved by the Maritime Session in October. The measures then adopted have been not unjustly described as constituting a " seamen's charter." In themselves they denote a great improvement in the lot of a class of workers whose courage and hardihood have always been the source of pride in every maritime nation, but whose conditions of service have for the most part been strangely neglected.

The progress of the ratification of Conventions remains at a constant level. The number officially registered during 1936 was 50, as in the previous year, while the number of ratifications recommended to the competent authorities in various States shows a large increase.

After drawing attention to the progress made in regard to the application of international social legislation and to the assistance given by the International Labour Office to countries which are seeking to develop their national labour legislation, Mr. Butler dwells more particularly on two fields in which the Office has shown renewed activity: that of migration and that of the social problems of the countryside. He also recalls the difficulties met with by the first attempts to introduce a further international reduction of hours of work, but points out that however important this question may be, it is only one among a large number of elements which determine the well-being of the workers.

And he concludes :

> " When the work of the Organisation is viewed as a whole, it furnishes every evidence of expanding vitality and usefulness. It has been little affected by the political differences and disturbances which have hampered international effort in other spheres. So far from any signs of stagnation or decay becoming apparent, there are abundant proofs that the necessity of the Organisation and the value of its work are becoming more widely appreciated from year to year."

THE INTERNATIONAL TEXTILE CONFERENCE

The International Textile Conference, held in Washington from 2 April to 17 April inclusive, marked the first attempt by the International Labour Organisation to review the situation of a world-wide industry.

Twenty-seven countries were represented at the Conference. Of these, 15 sent complete delegations, i.e., delegations including representatives of the Government, employers, and workers. They were : Belgium, Canada, China, Cuba, Czechoslovakia, Ecuador, France, Great Britain, India, Japan, Mexico, the Netherlands, Poland, Sweden and, the United States.

Eight countries—Brazil, Finland, Greece, Guatemala, Latvia, Peru, Uruguay, and Yugoslavia—sent delegations consisting of Government representatives only. The four other countries—Germany, Rumania, Turkey, and the U.S.S.R.—were represented by observers. Germany was the only country present not a member of the International Labour Organisation.

Miss Perkins, Secretary of Labour, and Mr. Roper, Secretary of Commerce, of the United States, addressed the opening session. President Roosevelt, in a letter to Mr. Harold Butler, Director of the I.L.O. and Secretary-General of the Conference, expressed his " most sincere hopes for a successful meeting."

" Much has happened since you came here as Secretary-General of the first Conference of the International Labour Organisation in 1919," President Roosevelt said in his letter to Mr. Butler. " The I.L.O. was then but a great experiment, hardly more than a hope. For the first time the representatives of employers and of workers met in an International Conference with equal powers with the representatives of governments to seek a greater measure of social justice in life, in liberty, and in the pursuit of happiness.

" We have much to do. The Conference which is about to meet will discuss vital problems as they affect one of the world's greatest and most highly competitive industries, and one upon which the welfare of more than twelve million people depends. The task is not easy. I know that no decisions are expected to be reached by this preparatory conference, that no Conventions or Resolutions are to be adopted, but I am confident that this open meeting of minds, which is an opportunity for free and frank discussion of the problems of the industry in a spirit of good will, cannot but have a far-reaching effect upon the ultimate prosperity of the industry and on the well-being of the millions whose livelihood depends upon it. I wish you all success."

In addressing the opening session, Miss Perkins, who acted as the President's personal representative, said it was " singularly fitting that the International Labour Office, which has been charged with the duty of seeking to improve the conditions of labour, should turn its attention to the textile industries."

" The solution of the problems of the textile industries," she declared, " must be found in part through increases in the purchasing power of the underlying populations throughout the world. Hundreds of millions of people are living in countries with a consumption of piece-goods less than one-third of that found in Western European countries, less than one-fifth of that in the United States. . . .

" There is little use in talking of raising labour standards if we visualise a static or shrinking world market for textiles. Shrinking markets breed economic conflict. Nor will nations bind themselves to an advancement of labour standards if their goods can enter the channels of world trade only over mounting barriers.

" If that is the future, a people dependent on export markets will insist on maintaining its freedom to depress labour standards. Nor is there any use in asking nations to permit of an easy expansion of trade from new areas if the consequence of such expansion is a decline in the absolute amount of the business available to established and older producers. Agreements to permit of expansion are easily arrived at only in an expanding market. Even willingness to recognise its fundamental character and to frame policies to meet inevitable growth may depend upon underlying expansion. . . ."

Mr. Roper said his interest in the objectives of the Conference was two-fold.

" First," he explained, " I wish to see an equitable distribution of the economic rewards of this industry among all contributing thereto.

" Second, I believe the prosperity of the textile industry depends upon the observance of fair trade practices and the maintenance of production schedules on the basis of scientifically determined production needs.

" Research must lead the way in such a movement, for we are looking ultimately not to the narrowly restrictive programme but to one that will also be more adequately satisfying to the consumer needs."

Mr. Roper said it was imperative that the textile countries, in order to stabilise the textile industry and sustain world-wide prosperity, should develop a common programme to sustain and expand world trade in the interest of all the people.

" It is implicit in this programme," he said, " that the price paid by the consumer will yield a return to capital sufficient to maintain adequate facilities and yield increasingly high standards for employees.

" We must not contend against machinery improvements, but meet the challenge of utilising such machinery to the advantage of all concerned. To this end, research should be conducted to find new outlets for the products that were given by nature to meet the important needs of humanity. It is therefore our right and our obligation to see that the supply be kept bountiful and made economically available for the greatest number of uses to the greatest number of people.

" The problem is not so much one of overproduction as it is the need for better distribution and increased consumption. We need to concentrate more thought and action on economical and efficient output and marketing. As the Secretary of Labour has so well brought out, there is a vast potential desire for textiles that will manifest itself with larger purchasing power and will reward a salesmanship technique that will improve and explore new market frontiers. . . ."

The Conference elected Mr. John G. Winant, United States Government delegate, as Chairman. The Vice-Chairmen chosen were: Government Group—Mr. Juitsu Kitaoka, of Japan; Employers' Group—Mr. Hans C. Oersted, Representative of the Governing Body of the I.L.O.; Workers' Group—Mr. Arthur Shaw, of Great Britain.

The Governing Body of the I.L.O. was represented at the Conference by three members from each Group. These were: Government Group—Mr. Jaromir Necas (Czechoslovakia), Chairman of the Governing Body; Mr. Carter Goodrich (United States); Mr. Carlos Alberto Pardo (Argentina). Employers' Group—Mr. Hans C. Oersted (Denmark), Vice-Chairman of the Governing Body, who acted as substitute for Mr. Henry S. Dennison; and Mr. Charles Tzaut (Switzerland); Mr. J. Lecocq (Belgium) was the Employers' substitute. Workers' Group—Mr. Corneille Mertens (Belgium), Vice-Chairman of the Governing Body; Mr. William Green (United States); Mr. Evert Kupers (Netherlands).

In all, fourteen plenary sittings were held by the Conference. Ten of these were devoted to discussing the White Report on " The World Textile Industry " prepared by the International Labour Office. After completing these discussions, the Conference set up a Committee on Statistics of eighteen members to discuss questions relating to the compilation and utilisation of statistics as regards the textile industry.

Instead of appointing special committees to discuss the social and economic aspects of the industry, the Conference decided to sit as a General Committee and to discuss each of these items in turn. The General Committee held its first meeting on the afternoon of Friday, 9 April. After a second meeting on the morning of Saturday, 10 April, Committee meetings were suspended temporarily and the Conference again sat in plenary session to hear addresses by Mr. Cordell Hull, Secretary of State of the United States, Mr. Henry A. Wallace, Secretary of Agriculture, and Mr. Edward F. McGrady, Assistant Secretary of Labour.

Mr. Hull, in his address, deplored increased tendencies, in recent years, towards national economic isolation. He declared that it was of imperative importance to bring down trade barriers and reopen normal channels of trade.

" Economic nationalism, necessarily involving the practice of discriminations," he said, " means virtually to balance production and consumption internally. All nations produce a surplus of some kind. To most of them, this policy would mean idle surplus capital, idle surplus labour and productive capacity, Government regimentation to limit production, to peg prices, and to supervise distribution. It would mean less consumption, lower living standards, and the dole on an ever-increasing scale. Who wants to pay this awful price ? . . .

" A liberalisation of policies and practices in international trade is vital to the permanent improvement of your industry. There are many ways in which you can contribute to the realisation of such a programme. The very subject which is so prominent a part of your present discussion—the improvement of labour standards—has a bearing of great importance upon the trade situation. In many instances, disparities in labour standards have provided the occasion for increasing trade barriers. The improvement of such standards would do much to alleviate the pressures directed against the reduction of trade barriers.

"The rebuilding of sound and healthy trade relations among the nations has other and much broader implications. Economic recovery is essential to the preservation of durable peace. There would undoubtedly be far less social and political unrest in the world to-day if economic conditions could be adequately improved.

"Both durable peace and the economic well-being of the world require whole-hearted co-operation among nations and among groups with common interests and with common objectives. Your Conference is a fine instance of such co-operation. For the benefit of all, I wish you unlimited success."

Mr. Wallace told of the work being done by the United States Department of Agriculture to increase the demand for and consumption of cotton.

"We cannot press a button to bring forth new uses," he said. "For the most part, therefore, we must look to economic recovery and increased consumer purchasing power in this country and abroad to bring about an increased demand for cotton and other textiles."

Mr. McGrady declared that in following the proceedings of the Conference he had been particularly impressed by its dominating theme.

"If one were to express this theme in a few words," he said, "those words would be 'progress through growth.' The emphasis, as I have seen it, has been on growth in the purchasing power of the masses of the world, growth in the share of better things in life. Only through such growth can there be growth in the ability of industry to furnish employment and make it possible efficiently to meet the increasing needs of society."

Immediately after this plenary sitting, the eleventh, the General Committee resumed its meetings. Economic aspects of the textile industry were discussed first.

In the course of the discussion of economic aspects it was emphasised that, if agricultural populations in all countries were placed in a more favourable economic position, their consumption of textile products, particularly of cotton goods, would expand to dimensions offering considerable possibilities for improving productive capacity.

Specific data indicating the great margin between actual consumption of textile products and the possible consumption if more adequate standards of living could be achieved were offered as regards agricultural populations in various countries. It was said, for instance, that if the consumption of cotton cloth per head of the population in China were increased even moderately, considerable expansion in the textile industry would follow. It was stated by one of the Indian delegates that the *per capita* consumption of textile products in India is at present only 16·4 yards per year, but that it would require several times as many yards a year for a man to be adequately clothed in that country. Statements along similar lines were advanced in respect to Poland, Mexico, and other countries. Statistical evidence was also brought forward illustrating how increased farmer's income in recent years had, in the United States at least, expanded the consumption of textile products in rural areas.

In the Committee, as in the Conference, speakers were agreed that a material increase in mass purchasing power which would raise consumption levels would help to remove many of the obstacles now in the way of improving social conditions in the textile manufacturing industry. At the same time, several of the speakers pointed out that where demand was elastic, as in the case of textile goods, consumption might be discouraged by ill-considered increases in the cost of production leading to an advance in sales prices.

Some divergencies of opinion, and of emphasis, appeared in the formulation of methods for expanding purchasing power. Workers' delegates maintained that the best formula for expanding purchasing power was to raise wages and increase labour earnings. They argued that wages were only a small share of the total costs of production in textile manufacturing, so that the resulting cost increases, if any, would be moderate. They further argued that the limits of improved efficiency and productivity in textile manufacturing were far from reached, so that considerable possibilities still remained for raising wages without advancing manufacturing costs.

At the same time, the workers' spokesmen maintained that a general levelling up of wages would so augment the consumption of textile goods the world over as to permit manufacturers to benefit from the economies of large-scale production, making full use of the productive facilities now idle because of insufficient demand. It was further stated in this connection that, inasmuch as the textile workers numbering some fourteen million throughout the world formed a large part of the working population in most countries, an increase of their earnings would in itself mean an enlargement of purchasing power, a large part of which would necessarily go into textile consumption. Furthermore, part of this purchasing power would go towards the purchasing of other articles of consumption, which would in turn mean increased business activity and larger earnings on the part of workers in other industries who in their turn would be enabled to spend more money on textiles.

The majority of the employers' spokesmen were of the opinion that the most appropriate method of enlarging purchasing power was to lower the sales prices of textile goods. They contended that measures such as a shorter working week, with maintained weekly earnings, would operate to force production costs upward and should be avoided. In this connection stress was laid both on the substantial ratio of labour costs to total production cost, and on the "pyramiding" of higher costs from one manufacturing process to the next. The appropriate means for lowering prices, it was suggested, ran along the lines of greater efficiency in the production of raw materials and in the manufacturing and marketing of semi-finished and finished products.

It was particularly emphasised by many of the employers' delegates and advisers that a large part of the world's total output of textile goods went toward oversea and colonial countries where income levels were very low and where consumers were in no position to sustain the effects of increases in the prices of textile goods. On the other hand, the employers' representatives of the United States pointed to the successful operation of the 40-hour week in the textile industry under conditions increasing the purchasing power of the masses.

Considerable evidence was brought forward as to the effects of changes in fashion and in social customs upon the consumption of textile goods as a whole and as to the effects of shifts in consumption as among different textile fibres. With regard to the first question, attention was drawn to the habit of wearing smaller quantities of clothing, particularly of underclothing, and to the effects which the heating of homes and offices has upon the use of clothing. Similarly, attention was drawn to the substitution of paper for textile fibres as the raw material for napkins, towels, handkerchiefs, etc. With respect to the second question, particular emphasis was laid upon the competition of rayon with silk, of cotton with jute, and upon the reduced use of linen in favour of other fibres.

The desirability of a balanced growth between the textile industries of different countries and regions was thus indicated. It was in this connection especially that the importance of labour standards was emphasised. It was maintained that the wide disparities in labour standards were largely responsible for the strains in international competition and for the restrictive commercial policies adopted by high-wage countries against the countries with lower wage standards. In the course of this discussion some references were made to conditions in Japan and their effect upon international trade. The Japanese dormitory system also was criticised by workers' and employers' representatives from other countries. To these criticisms Japanese representatives replied that Japanese textile workers received a large part of their payment in indirect wages as a result of the dormitory system. They also defended labour conditions in the textile industry in Japan, holding that they compared favourably with conditions of similar workers in several other countries.

The discussion of social aspects of the textile industry revealed a striking consensus of opinion among Government, employers' and workers' representatives as to the necessity and value of collective negotiation and agreement concerning conditions of employment. It also evoked a number of valuable expressions of opinion based on practical experience, as to the desirability of reinforcing the system of collective negotiation and agreement by the intervention of the State.

Spokesmen representing not only workers' organisations but also both the employers and the Governments of three such important textile producing countries as Great Britain, France, and Belgium, all paid tribute to the value, as a means of securing stability, good relations, and progressively better conditions in the industry, of free organisation on both sides and the conclusion of collective agreements after negotiation on a basis of equality and mutual respect between the employers' and workers' organisations.

The discussion in the Committee concerning the application of the 40-hour week to the textile industry revealed, of course, a much wider divergence of view than was the case with the discussion of collective negotiation and agreement.

The United States delegation rendered very material service to the Committee by furnishing detailed statistical analyses of some of the results of the introduction of the 40-hour week in textile undertakings.

The workers' members of the Committee regarded the experience of the United States as a confirmation of their view that the reduction of the working week was both practicable and desirable. They referred also to the experience of France, where the 40-hour week has been in operation in the textile industry since January of the present year. The French Government representative, while not prepared to draw final conclusions from so short an experience, nevertheless stated that the industry had adapted itself without serious difficulty to the shorter working week as applied under the Decree now in force, and that the reduction of hours of work had resulted in a substantial decrease in partial unemployment.

The spokesmen of the employers of other countries were not prepared to accept the experience of the United States as conclusive. It was argued that the data given showed that a 27 per cent. reduction in hours of work resulted in an increase of only 10 per cent. in the number of workers employed to secure the same output, and that the results would be even less if the comparison were made between the 48-hour week and the 40-hour week instead of between the 55-hour week and the 40-hour week.

The question of foreign competition, and particularly competition between Western and Oriental countries, was discussed at considerable length, and, in view of the importance attached by the Committee to the relative levels of social conditions in the West and the East, it may be useful to bring together very briefly certain important items of information communicated by delegates from the Eastern countries both in plenary sitting and in Committee.

The attention of the Conference and of the Committee was drawn to the anomalous situation existing in the textile industry in China. It was pointed out that during the last 12 years the Chinese imports of textiles have been reduced by about two-thirds. The textile mills in China were more and more fulfilling the requirements of the Chinese markets at the expense of other textile-producing countries. Nevertheless, 45 per cent. of the Chinese production was in the International Settlements, where it was not subject to Chinese jurisdiction. The matter has been raised on several occasions in the International Labour Conference, and the Office has made repeated endeavours to reach an agreement between authorities of the International Settlement at Shanghai and the Chinese Government in order to ensure the application of identical regulations as regards hours of work, safety and inspection in the International Settlement and in the rest of China. In the absence of any such regulations, it was stated by the Chinese workers' delegate that factories within the Settlement were working women and young persons 11 hours per day. The need for such regulation has been recognised by all the parties concerned and was embodied last year in an agreement between the Municipal Council of Shanghai and the Chinese authorities. This agreement was not ratified, however, by the Consular Corps and therefore was not brought into operation.

When the Committees had finished their discussions, a report embodying the principal suggestions made during the meetings was drawn up for each Committee, and, after being approved by it, submitted for adoption to the Conference sitting in plenary session.

The Statistical Committee's report drew attention to a number of gaps in present information in regard to the industry and suggested that the International Labour Office should take steps to obtain the information needed from the Governments.

The outstanding suggestions embodied in the report on economic aspects of the industry were :

1. That, in framing their commercial policies, Governments should take account of social conditions prevailing in countries with which they have trade relations, and in particular should bear in mind the standards set by international labour Conventions.

2. That, in the interests of enlarged trade as well as of improved social conditions, Governments should seek every opportunity to reduce unreasonable trade barriers.

3. That an International Tripartite Committee might be set up within the International Labour Organisation to study measures necessary to achieve prosperity and social justice in the textile industry, or, more generally, to consider all the economic and social problems of the textile industry.

4. That the efforts now being made to co-ordinate the interests of producers and consumers of textile raw materials should be further pursued and further implemented, with particular emphasis on increasing the suitability and accessibility of raw materials for the technical and economic requirements of the industry in order to improve efficiency and lower costs.

5. That Governments might contemplate the establishment of an International Commission to consider production and prices in the textile industry as a whole. In this connection it was said that greater balance in the world textile industry involves to a certain degree industrial planning on an international scale.

6. That minimum wage-fixing machinery and trade boards be established in countries where they do not exist, to regulate wages and working conditions.

The outstanding suggestions embodied in the report on social conditions in the industry were :

1. Voluntary organisation of employers and workers in the textile industry for the purpose of joint consideration and settlement of conditions of employment by means of collective agreements is of very great value and should, therefore, be encouraged.

2. Nevertheless, collective agreements do not always afford adequate safeguards for the effective regulation of working conditions and the establishment of a basis for fair competition between all employers. The end desired may be more surely attained by the enactment of legislation in the national sphere and the adoption, ratification, and effective application of international Conventions.

3. The information that has been made available and the exchange of views that has taken place at this Conference have served to throw light upon the problems arising in connection with the reduction of hours of work in the textile industry, the practicability of and the necessity for which were urged by all the workers' representatives and by certain Government and employers' representatives. On the other hand, other employers' and Government representatives urged that the reduction of hours of work was impracticable. It will be for the International Labour Conference which will meet in June next to come to a decision upon the question of the adoption of a Draft Convention on this subject.

4. Shift working in the textile industry raises special problems. The experience of responsible leaders of the industry both among employers and among workers suggests that night shifts should be resorted to only when required as a matter of strict necessity. Where two daytime shifts are worked with a working week of 48 hours or more, a reduction of the length of the shift should be considered.

5. Night work by women and young persons should be absolutely prohibited. It would be desirable if those States which have not yet ratified the existing Conventions on this subject would give further consideration to the possibility of ratification.

6. The Conventions relating to the weekly rest and to annual holidays with pay likewise merit serious consideration by Governments with a view to ratification.

7. Where measures of rationalisation are introduced, the risk of excessive fatigue due to the intensity of the effort called for from the worker and the conditions under which the work has to be performed requires careful consideration, and every effort should be made to secure, by agreement between the employers' and workers' organisations, such adjustment of work assignments as will take account of the human needs of the workers as well as of the economic requirements of the undertaking.

8. It would be useful if the International Labour Office could make available, in a form readily accessible to all parties concerned, the results of studies of the problems of fatigue, health, and accident prevention in the textile industry, as affected by such matters as lighting, posture, temperature, atmospheric conditions, seating accommodation, lifting of heavy weights, dust, etc.

9. It is desirable that a minimum age should be fixed by law in all countries for the admission of young persons to employment in the industry. In this connection the attention of Governments might usefully be invited to the desirability of giving

consideration to the ratification of the Minimum Age (Industry) Convention, 1919, and of any revised Convention on this subject which may be adopted by the International Labour Conference in June next.

10. It is desirable, in the general interests of the textile industry as a whole, that the International Labour Office should renew its efforts to bring about a solution of the problem of the problem of the regulation of labour conditions in the International Settlements in China.

Miss Perkins, U.S. Secretary of Labour, again addressed the Conference at its final plenary sitting.

" I have been particularly impressed," she said, " and in fact rather enthusiastic, over the approach—the frank approach—which we have had to intricate and sometimes controversial problems. I have been delighted at the frankness and candour with which these problems have been discussed, and with the information that has been given and the contributions that have been made. . . ."

" I want to tell you how much I appreciate what you have done, not only for the textile industry of the world, but for what you have done in illustrating a democratic and effective procedure in the field of international relations. . . ."

Mr. Harold Butler, addressing the Conference at the final session, declared :

" This Conference has achieved, in my eyes, a far greater measure of success than I ever thought possible. It seems to me to have produced the germ of something new. The experiment of linking the ideas of social progress with business prosperity in a great industry seems to have proved fruitful, or at any rate potentially very fruitful. It is an idea which I think is in harmony with the general temper of the times in which we live. It now remains to see what can be done to develop it, and I realise that that imposes a considerable responsibility on the International Labour Organisation.

" It will not be an easy task, but if we can succeed in knitting closer the ties which have been formed between the different sections and interests of the industry on the one hand and the different nations who are interested in the textile industry on the other, we may, I think, produce something which has not been tried before in the direction of solving the world's economic difficulties, and it may be that the example which the textile industry has begun to set may have repercussions far outside its immediate sphere of influence. Those are speculations as to the future ; but what is essential, to my mind, if this germ is to be cultivated and developed, is that the relations which have here been formed in the industry itself should be preserved and given wider scope, and as far as we are able to do that we shall do it."

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts set up by the Governing Body of the International Labour Office to examine the annual reports presented by the States on the measures taken by them to apply the International Labour Conventions which they have ratified, held its session at Geneva from 5 to 12 April, 1937.

The task of this Committee is becoming increasingly important, owing to the growing number of Conventions adopted by the International Labour Conference and of the ratifications obtained. This year, 577 reports had been sent by the Governments in time to be considered by the experts.

The Committee appointed Mr. Paul Tschoffen (Belgium) Chairman, and Mr. McNair (Great Britain) Rapporteur.

The following members were also present : Sir Atul Chatterjee (India), Mr. Erich (Finland), Mr. Makowski (Poland), Mr. Quadrat (Czechoslovakia), Mr. Rappard (Switzerland), and Mr. Yoshisaka (Japan).

Before opening the discussion on the agenda, the Chairman paid tribute to the memory of the late Mr. Jules Gautier (France), who had played a great and valuable part in the work of the Committee since its creation, as well as having been several times its chairman and reporter.

The Committee summarised its findings in a report which will be submitted to the Governing Body of the Office.

The report records the Committee's satisfaction at noting that, on the whole, the States which have ratified International Labour Conventions continue to work for their proper application, after having, when necessary, brought their national legislation into conformity with the provisions of these Conventions. The Committee notes, however, that in some cases such conformity has not been achieved, and recalls that International Labour Conventions should be regarded by ratifying States as imposing definite obligations on them, and not merely as programmes of future reforms.

With regard to the application of Conventions to colonies, protectorates, and mandated territories, the Committee draws attention to the fact that, this year, the French Government instructed a high official of the Ministry of Colonies to supply the Committee with certain additional information. The information thus supplied shows that the French Government is making a serious effort to secure the wider application of Conventions which it has ratified to its colonies. The Committee expresses its gratification at the opportunity thus given it of establishing personal contact with a representative of one of the States Members of the Organisation, and its belief that an extension of this practice would be productive of valuable results.

In another part of its report the Committee draws the attention of the Governing Body of the Office to the question whether it would be desirable for the International Labour Organisation to have the possibility of submitting information to national tribunals in cases involving its Constitution or adopted Conventions, and points to the interesting analogy of the status accorded to the International Labour Office by the rules of the Permanent Court of International Justice.

WORKERS' NUTRITION

To what extent, and by what methods, can a wise social policy, taking modern scientific developments in the field of nutrition into account, help to raise the standard of living in certain countries or for certain categories of population, which at present suffer from under-nourishment or malnutrition ?

This is a problem with which the International Labour Office is at present dealing, assisted by a Committee of Experts which met at Geneva on 9 and 10 April, 1937, under the chairmanship of Mr. Bramsnaes, former Danish Minister of Labour and Finance, with the collaboration of the following members : Messrs. Cathcart (Great Britain), Durig (Austria), and Halbwachs (France), and Miss Faith Williams (United States of America). The Governing Body of the Office was represented by Mr. Hayday (Great Britain) of the workers' group, and Mr. Erulkar (India) of the employers' group.

It will be remembered that the problem of nutrition is being studied in collaboration with several international organisations. The League of Nations deals with it from the standpoint of public health, and the International Institute of Agriculture from that of production. The International Labour Office must deal with the problem with reference to its effect on the workers' standard of living, i.e. the nutritional requirements of workers in different occupations, the possibilities for wage earners to obtain proper nourishment, etc.

Last year the Office published a first report on the aspects of the problem referred to it entitled *Workers' Nutrition and Social Policy*. This was submitted to the International Labour Conference, which requested the Office to continue its studies. In order to carry out this task to the best advantage, the Office wished once more to have the advice of experts particularly qualified to deal with the labour aspects of the problem and who had already collaborated in the preparation of the first report.

On the basis of the documents placed before it, the Committee of Experts discussed the efforts of the International Labour Office to demonstrate the progress of dietetic science and its importance in regard to social questions. Special stress was laid on the necessity of distinguishing between the physiological, health and social aspects of the problem in the studies to be undertaken. It was unanimously agreed that these problems should be studied simultaneously in the various countries according to a uniform plan, the aim being to co-ordinate internationally in order to ensure comparable results.

The object of the new studies on the question will be to determine the relation between nutritional requirements and the different occupations ; to co-ordinate workers' family budget enquiries ; to enquire into the economic and social effects of the different policies followed with a view to improving the standard of nutrition of workers and their families ; and to define the principles on which the regulation of wages, where it exists, is based, and the methods of fixing benefits under social insurance or assistance schemes. Other studies will deal with the nutrition of apprentices and young persons, the educational aspects of the problem and domestic training, and the nutrition of the unemployed.

THE CORRESPONDENCE OF THE INTERNATIONAL LABOUR OFFICE

The constant growth of the correspondence of the International Labour Office continues to reflect the increasingly universal character of its activity.

Thus during the year 1936 the Office received 33,832 letters, as compared with 32,091 in 1935 and 29,817 in 1934, and despatched 28,059, as compared with 27,775 in 1935 and 25,540 in 1934.

This correspondence came from or was sent to 85 different countries, chief among which, not counting Switzerland, were : Great Britain, France, the United States, Italy, Belgium, Germany, the Netherlands, Czechoslovakia, Austria, Spain, Poland, Canada, India, and Japan.

The increase noted in the number of letters received and despatched was particularly marked for the extra-European countries, for which it was 13·34 per cent. of the 1935 figure for incoming, and 8·67 per cent. for outgoing, mail.

This correspondence was in 24 different languages, in order by number of letters, as follows : French, English, German, Spanish, Italian, Swedish, Dutch, Portuguese, Norwegian, Danish, Polish, Bulgarian, Czech, Russian, Greek, Serbian, Finnish, Hungarian, Esperanto, Turkish, Iranian, Rumanian, Japanese, and Latvian.

FORTHCOMING MEETINGS

24 May, Vienna : Regional Conference of Representatives of Factory Inspection Services.

28–29 May, Geneva : Advisory Committee on Professional Workers.

28–29 May, Geneva : Advisory Committee on Management.

31 May, Geneva : Committee on Social Charges.

1 June, Geneva : Eightieth Session of the Governing Body of the I.L.O.

3 June, Geneva : Twenty-third Session of the International Labour Conference.

27 September, Geneva : Conference of Labour Statisticians.

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THE TWENTY-THIRD SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-third Session of the International Labour Conference opens on 3 June 1937 at Geneva.

Each of the 62 countries which are Members of the Organisation has been invited to send as representatives two Government delegates, one employers' delegate, and one workers' delegate.

The Agenda comprises seven questions, on which international regulations, in the form of draft Conventions or of Recommendations, may be adopted.

Three of these items mark yet another step in the process of bringing about an *international reduction of hours of work*—industry by industry—which was initiated two years ago. It will be remembered that a Convention was adopted on 22 June 1935 whereby every State which ratified it was committed to the principle of the 40-hour week without any reduction of the workers' standard of living, and undertook to apply that principle to different categories of employment by separate Conventions. Such Conventions already exist for glass-bottle works and for public works. This year it is proposed that the Conference should apply the principle to the *textile industry*, the *printing and kindred trades*, and the *chemical industry*.

As an indication of the far-reaching importance of the decisions which the International Labour Conference will have to take in this matter, it may be mentioned that the textile industry alone employs nearly 14 million workers, and that textiles represent 20 per cent. of world trade. The reduction of hours of work in this industry was discussed for the first time by the International Labour Conference last year, and it was again discussed in April of this year at the Washington Textile Conference, in which 27 countries took part.

The problems of the 40-hour week in the printing and kindred trades and in the chemical industry have not yet been considered by the International Labour Conference itself, but both were thoroughly discussed by tripartite technical meetings of Governments, employers, and workers, held at Geneva in December 1936.

The Twenty-third Session of the Conference will therefore have the advantage of possessing full data on these subjects, as well as on the textile industry. It may be added that these three questions have been placed on the Agenda in such a form that the Conference, if it so desires, may take final decisions on them this year instead of postponing such action until next year.

The Agenda of this Session of the Conference also includes: "*The planning of public works in relation to employment.*" The depression has brought this problem to the front in practically every industrial country. Almost everywhere extensive public works have been undertaken to alleviate unemployment. But these undertakings have in many cases been improvised rather than systematically organised, and the result has sometimes been disappointing. In the light of these various experiences, the Conference may be able to recommend certain principles for the guidance of Governments.

Another question which the Conference will discuss, and which has received an added importance owing to the depression, is that of *raising to 15 years the minimum age for admission to employment*, which, up to the present has been internationally fixed at 14 years. This reform was suggested by the 1935 Session of the International Labour Conference as one means of reducing unemployment among young people. So far as work on board ship is concerned, the reform was adopted by the Maritime Session of the Conference last October, when the Convention of 1920 on the subject was revised. The coming Conference will be asked to revise in the same sense the 1919 Convention on the *minimum age in industry* and the 1932 Convention on the *minimum age in non-industrial employment*.

The Conference will also consider and take a decision on *safety provisions for workers in building construction*, with special reference to scaffolding and hoisting machinery.

In addition, the Conference will receive three Decennial Reports, on the working of the

Workmen's Compensation (Accidents) Convention of 1925, the Workmen's Compensation (Occupational Diseases) Convention of 1925, and the Inspection of Emigrants Convention of 1926, as well as a Quinquennial Report on the working of the Forced Labour Convention of 1930. The Conference will also deal with the annual reports of the States Members on measures they have taken to give effect to Conventions to which they are parties.

As usual, the *Report of the Director of the International Office* on recent economic and social developments will be the theme of an important debate.

Finally, during this Session, the triennial election of the Governing Body of the International Labour Office will take place.

THE SEVENTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Seventy-ninth Session at Geneva from 6 to 8 May 1937.

In the absence of the Chairman, Mr. Nečas, representative of the Czechoslovakian Government, who was retained in his country by his duties as Minister of Social Welfare, the two Vice-Chairmen, Mr. Oersted, employers' representative (Denmark), and Mr. Mertens, workers' representative (Belgium), took the chair in turn.

Obituary

In opening the morning sitting of 7 May, Mr. Mertens, who presided, reminded the Governing Body that this was the fifth anniversary of the death of Albert Thomas, the first Director of the International Labour Office. He asked his colleagues to keep one minute's silence as a tribute to the memory of Albert Thomas.

The Governing Body also learnt with deep regret of the death on the preceding night of Mr. Cabrini, Director of the Branch Office of the International Labour Office in Rome.

The Reduction of Hours of Work in Coal Mines

The Governing Body examined the replies received from the principal coal-producing countries in regard to the possibility of calling a technical meeting, composed of representatives of Governments, employers, and workers, to study the question of the reduction of hours of work in the coal industry.

Of these replies, four were in the affirmative, namely, those from Belgium, Czechoslovakia, France, and the United States. Poland considered that the meeting was desirable provided that all the coal-producing countries took part in it. The Netherlands was not in favour of the proposed meeting. Great Britain, Germany, Japan, and the U.S.S.R. had not replied when the Session opened.

In informing the Governing Body of those replies, Mr. Harold Butler, the Director of the International Labour Office, said that he wondered whether in the circumstances it might not be desirable to call a meeting which would not be confined solely to the question of the reduction of hours of work, but would discuss all the social and economic aspects of the problems arising out of the coal industry, on the lines of what had been done at the Conference at Washington on the textile industry.

On behalf of the British Government, Mr. Norman said that it would participate in the proposed meeting on the reduction of hours of work in the coal industry if the Governing Body decided to call it. He considered, however, that the results of that meeting would be very restricted if all the coal-producing countries did not take part, and if its agenda was strictly confined to the question of hours of work and did not include other conditions of work, and, in particular, wages.

Mr. Kitaoka stated that the Japanese Government saw no objection to the participation of the United States in the proposed meeting, but did not feel that the meeting should include extra-European countries.

Mr. Markus said that the Government of the U.S.S.R. had not yet taken any decision on the question.

Mr. Hayday, workers' representative (Great Britain), said that he was disappointed at the results of the consultation of the Governments. The International Labour Office could not be held responsible for the situation which had arisen, but rather certain Governments whose attitude had not been entirely frank. He particularly regretted the reservations of the British Government, and he was astonished that the Government of the U.S.S.R. had not yet taken any decision in regard to the proposed meeting. Countries in which the workers enjoyed certain social reforms could not disinterest themselves from the extension of those measures to workers of other countries. In conclusion, he urged that the meeting on hours of work in coal mines should be called at the time suggested so that all doubts could be dissipated. If the meeting did not achieve the desired results, the miners would be compelled to take the necessary steps themselves.

Mr. Justin Godart expressed the earnest wish of the French Government that the Tripartite Meeting on the reduction of hours of work in the coal industry should be called at the earliest possible moment.

Mr. Kupers, workers' representative (Netherlands), said that he thought that the Netherlands Government, although it was opposed to the meeting, would not refuse to take part in it if the Governing Body decided to call it. The forthcoming elections in the Netherlands might result in a new Government which would be more favourable to the 40-hour week. He hoped that the miners of all countries would follow the example of their fellow workers in France and the United States, and that if their demand for a 40-hour week was again rejected, they would not hesitate to strike.

Mr. Komarnicki pointed out that the Polish Government, as it had stated in its reply to the Office, was in principle favourable to the holding of the proposed meeting on certain conditions. But the discussion that had taken place did not suggest that a meeting of this kind had any great prospect of success in the near future. He agreed with the Director's suggestion that the problem should be treated in the same way as in the case of the textile industry. Such a step would bring out the great differences in the economic and social structure of the coal industry in various countries. If the scope of the proposed meeting was to be enlarged, it might perhaps be premature for the Governing Body to fix the date during the present Session. The speaker drew attention to the fact that the Polish Government, in defining its attitude on the question, had felt it necessary to take into account that of neighbouring countries.

Mr. Goodrich stated that the Government of the United States would be willing to take part in the proposed meeting at such date as the Organisation might think fit to fix. He could not agree that the question was a purely European one, but he admitted that it was of special interest to the principal European coal-producing countries. Accordingly, the United States Government would not press its views as to the date at which the proposed meeting might usefully be convened, or as to the agenda of the meeting. These were questions which it was primarily for the principal European coal-producing countries to settle.

The United States Government hoped, however, that the agenda would be wider than that fixed for the Meetings for the printing and chemical industries which had been held in 1936. It would take much more interest in the proposed meeting if the Governing Body were to decide to approve the Director's suggestion as to a general examination of the economic aspects of the coal industry on lines similar to those adopted for the Technical Conference on the textile industry.

Mr. Kirkaldy, employers' representative (Great Britain), pointed out that there were already two Conventions on the reduction of hours of work in coal mines, each of which had been ratified by only one country. It was therefore useless, if not dangerous, to call further conferences on the subject. Moreover, the problem was not merely a European problem and could not be dealt with in the absence of extra-European coal-producing countries.

Mr. Mertens, workers' representative (Belgium), urged that the previous decision taken by the Governing Body to call a Tripartite Meeting should be confirmed. He was not opposed, however, to the Director's suggestion to extend the scope of the programme of the meeting.

Mr. Gemmill, employers' representative (Union of South Africa), and Mr. Erulkar, employers' representative (India), supported the attitude adopted by the Japanese Government as regards extra-European countries.

Mr. Serrarens, workers' representative (Netherlands), pointed out that no one had raised any objection to the discussion of the economic aspects of the problem, but if those aspects were to be taken into consideration this would be a further reason why the extra-European countries should not be excluded from the proposed meeting.

Mr. Vaněk, employers' representative (Czechoslovakia), said that the members of the employers' group had had no opportunity of consulting those to whom they were responsible in regard to the new points raised in the debate. The economic aspects of the problems of the coal industry had been studied by the organs of the League of Nations, and it would be desirable to know what stage those studies had reached. For these reasons he proposed that the Governing Body should adjourn its decision until its next Session.

This proposal was rejected by 15 votes to 11.

On the proposal of Mr. Mertens, the Governing Body decided by 18 votes to 9 that " the Technical Tripartite Conference which it had contemplated holding in October 1937 in order to discuss the question of the reduction of hours in coal mines shall also deal with the other social and economic aspects of the problem." The Director of the International Labour Office was instructed to submit to the June Session of the Governing Body " a report dealing with the exact character of the Conference and the date on which it can usefully be convened."

REPRESENTATION OF THE EMPLOYERS AT THE CONFERENCE

The Governing Body considered the question raised by the employers' group concerning the " qualifications of the employers' representatives at the International Labour Conference."

This legal question arose out of a particular case at the Maritime Session of the Conference in 1936, at which the U.S.S.R. had been represented by a Government delegate, an employers' delegate, and a workers' delegate. The maritime questions on the Agenda of the Conference fell within a sphere which was entirely under the control of the State in the U.S.S.R., and consequently the employers' delegate was an official of the State, namely Mr. Kaoulin, Chief of the Central Shipping Department of the People's Water Transport Commissariat of the U.S.S.R. Without making any formal protest against this appointment, the employers' group at the Conference had raised the question whether it was in conformity with the principles of the Constitution of the Organisation. The International Labour Office, in the note which it had submitted to the Governing Body, after examining the various legal aspects of the problem, had come to the conclusion that the appointment of Mr. Kaoulin was a proper application both of general principles and of the text of the Constitution, since no provision required that an " employer " should be a private individual. The State undertook manifold duties in numerous countries ; for example, it was responsible for the working of railways, insurance institutions, navigation, and certain industries, etc. Thus, in these State activities large numbers of workers were engaged for whom the employer was the State. In the circumstances there seemed to be no doubt that it was for the State to appoint the employer for whose collaboration the Constitution of the International Labour Organisation formally provided.

Mr. Oersted, employers' representative (Denmark), on behalf of the employers' group, argued in the opposite sense. He pointed out that the International Labour Organisation had been established on a tripartite basis consisting of Governments, employers, and workers. That was a fundamental rule. The question which Mr. Kaoulin's appointment had raised was whether a State official could attend the International Labour Conference as an employers' delegate. The Constitution of the Organisation laid down that the employers' and workers' delegates to the Conference were to be appointed in agreement with the employers' and workers' organisations concerned. But the Constitution of the U.S.S.R. did not recognise private property. In that country there were no private undertakings or private businesses. There were no "employers" within the meaning of the Treaties by which the International Labour Organisation had been set up, and there were consequently no employers' organisations. Mr. Kaoulin had therefore not been appointed in accordance with the rules laid down by the Constitution of the International Labour Organisation.

After a long legal argument, Mr. Oersted reached the conclusion that the question of principle should be submitted to the Permanent Court of International Justice through the medium of the Council of the League of Nations. However, unless the question arose again in an acute form, the employers' group, whose only wish was not to prejudice the Constitution of the Organisation, was prepared not to press its request for an opinion of the Permanent Court.

Mr. Jouhaux, workers' representative (France), pointed out that the attitude now adopted by the employers' group of the Governing Body was in direct contradiction with the attitude of the employers' group at sessions of the International Labour Conference when the workers' group had protested against the credentials of certain workers' delegates from countries where there were no free workers' organisations. In each case the employers' group had contested the workers' arguments, but it was those same arguments which the employers now put forward to support their own case. Mr. Jouhaux added that the question was not one for the Governing Body, but for the International Labour Conference alone. The Conference was the only body competent to consider the validity of the credentials of its delegates. He also referred to the possibility of questioning the qualifications of employers' representatives who were themselves not personally engaged in industry.

Mr. Markus, representative of the Government of the U.S.S.R., said that his country was in no way responsible for drawing up the Constitution of the International Labour Organisation. It was therefore not his duty to defend that Constitution. The reason why the U.S.S.R. had sent a tripartite delegation to the Maritime Conference was to give the best possible support to the workers' claims. As regards the legal aspects of the appointment, the International Labour Office was better qualified than anyone to set the employers' doubts at rest. He asked whether in fact the employers' group wished to refuse the U.S.S.R. the right to be represented by complete delegations at the Conference of the International Labour Organisation. Facts had to be faced, however disagreeable they might be, and it was a fact that a system of socialist economy existed in the world which included no capitalists, great or small. The employers' group presumably did not propose to alter that fact. In his opinion, the only solution of the problem was to accept the report submitted to the Governing Body by the Office.

Mr. Waline, employers' representative (France), referred to Mr. Jouhaux's remarks concerning "employers' officials." It was usually materially impossible for the employers themselves to take part personally in the meetings of the Organisation, since this would keep them away from their business, sometimes for many weeks at a time.

Mr. Mahaim, Belgian Government representative, pointed out that the question at issue was a purely legal one. The Governing Body could not assume the duties of the International Labour Conference on a question concerning the credentials of delegates to that body. As regards the Constitution of the Organisation, there could be no doubt that when it was drawn up in 1919 no one had conceived the possibility of a communist State. All that was then contemplated was discussions between employers' and workers' interests. The intentions of the authors of the treaties of 1919 might be interpreted by an opinion of the Permanent Court, and he was not opposed to requesting such an opinion at a suitable moment.

Mr. Serrarens, workers' representative (Netherlands), supported Mr. Mahaim's point of view. It was not for the Governing Body to discuss the credentials of delegates to the Conference. The question of principle raised by the employers' group in regard to the appointment of an employers' delegate from the U.S.S.R. arose in the case of all countries under a dictatorial régime, and still more for the workers' representatives than for those of the employers. It had been pointed out that there were no employers in the U.S.S.R., but no one had suggested that there were no workers. It was unfortunate that, when the question had arisen at the Conference in regard to workers' delegates from countries possessing a dictatorial régime, the employers' group had never upheld the tripartite principles of the International Labour Organisation. By failing to do so they had robbed the verification of credentials at the Conference of all meaning. He feared that the attitude adopted by the Office in its note on the validity of the appointment of an employers' delegate from the U.S.S.R. would have a similar result.

Mr. Oersted, employers' representative (Denmark), referred to certain arguments put forward during the debate, and in reply to Mr. Jouhaux pointed out that the case of the employers' representative sent by the U.S.S.R. was not comparable with the case of the workers' delegates to the Conference against whose credentials the workers' group had protested. In the countries then in question there were workers' organisations with which the Government had been in agreement in regard to the appointments concerned. In the U.S.S.R., however, there were neither employers' nor employees' organisations. Then, as now, the employers' group had no intention of interfering with the internal policy of any State Mr. Oersted concluded by repeating that the employers' group reserved the right to bring up the question again if necessary, either at the Conference or in the Governing Body, but that it did not ask for any immediate decision from the Governing Body with a view to obtaining an opinion from the Permanent Court of International Justice.

Mr. Jouhaux, workers' representative (France), in reply to Mr. Oersted, said that he had never considered that Part XIII of the Treaty of Versailles, by which the International Labour Organisation had been set up, should have the effect of crystallising social evolution. On the contrary, the workers' representatives who had taken part in setting up the International Labour Office had foreseen a reinforcement of the workers' representation in the International Labour Organisation by the support of the delegates of Governments which had adopted important social reforms. With regard to the qualification of " employer " applied to officials in charge of State undertakings, Mr. Jouhaux said that nowhere had the nationalisation or collectivisation of public services eliminated the necessity for workers' organisations. Whatever the political nature of the State, the workers had always considered that trade union organisations must be maintained.

The Director of the Office pointed out that no formal protest had been made against the credentials of Mr. Kaoulin at the Maritime Conference. In any case, it was the International Labour Conference alone which was competent to decide upon the credentials of its delegates, and the Governing Body was not a court of appeal. The Director then gave certain explanations as to the meaning of the term " employer." Since the employers' group itself did not insist on any action being taken at once, he thought that the best solution was to leave the matter for the present.

This was agreed.

APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Governing Body decided to transmit to the International Labour Conference, which is to open at Geneva on 3 June, the report of the Committee of Experts on the annual reports submitted by States on the application of international Labour Conventions which they have ratified.

JOINT MARITIME COMMISSION

The Governing Body also decided to increase the number of regular members for each of the two groups in the Joint Maritime Commission from seven to nine, and the number of deputy members for each group from two to five, with a view to including representatives of all the important maritime countries.

WASHINGTON CONFERENCE ON THE TEXTILE INDUSTRY

The Governing Body considered the report on the work of the Technical Tripartite Conference on the Textile Industry which was held at Washington, and in which 27 countries had taken part.

The Director of the Office said that the general opinion was that the Conference had been eminently successful and had achieved highly satisfactory results. The warmest thanks were due to the Government of the United States for the valuable support which it had given to the Office on this occasion. The Washington Conference had adopted three important reports, which raised many problems. It was not possible for the Governing Body to discuss them thoroughly at this Session. The Director therefore proposed that the reports should be adjourned until the October Session, when they could be properly considered. He requested the Governing Body to authorise him to communicate to the Governments concerned the passage in the report on social problems which dealt with conditions of work in the International Settlement in Shanghai, and to submit to the Conference of Labour Statisticians, which is to meet in September 1937, the report dealing with textile statistics.

Mr. Li Ping-Heng, Chinese Government representative, laid stress on the importance of the question of labour inspection in the concessions in Shanghai.

Mr. Fabela, Mexican Government representative, Mr. Norman, British Government representative, Mr. Riddell, Canadian Government representative, Mr. Muniz, Brazilian Government representative, Mr. Pardo, Argentine Government representative, Mr. Oersted, employers' representative (Denmark), Mr. Kupers, workers' representative (Netherlands), Mr. Komarnicki, Polish Government representative, Mr. Kitioka, Japanese Government representative, Mr. Justin Godart, French Government representative, and Mr. Li Ping-Heng, Chinese Government representative, joined in the Director's expressions of gratitude to the Government of the United States. On the proposal of Mr. Justin Godart, the Governing Body unanimously adopted the following resolution :

> " The Governing Body, taking note of the pronounced success of the Technical Tripartite Conference on the Textile Industry held at Washington, addresses its thanks to the Government of the United States for its initiative, and for its full and generous assistance in carrying it out."

Mr. Carter Goodrich, on behalf of the Government of the United States, expressed his gratitude for the appreciative references to his country which had been made by the members of the Governing Body.

The Director's proposals concerning the reports of the Washington Conference were adopted.

BUDGET OF THE ORGANISATION FOR 1938

The Governing Body approved the budget estimates of the International Labour Organisation for the year 1938.

WORKERS' SPARE TIME

The Governing Body approved a list of correspondents from various countries whom the International Labour Office will consult in regard to its studies on workers' spare time. The Governing Body also decided that those studies should deal in the first instance with two subjects of particular importance, i.e., the facilities for workers' holidays during their holidays with pay, and holiday camps for young workers.

THE DIRECTOR'S REPORT

The Governing Body considered the report of the Director of the International Labour Office.

On this occasion Mr. Tixier, who had recently been appointed an Assistant-Director of the Office in the place of Mr. Maurette, who had become the Director of the Paris Office of the International Labour Office, made the declaration of loyalty to the International Labour Organisation which the Director and Assistant-Directors are required to make on taking up their posts.

The Governing Body was glad to learn that

Mr. John G. Winant had agreed to resume his post as Assistant-Director of the International Labour Office. During his absence from Geneva, Mr. Winant had rendered distinguished services to his country as the first Chairman of the United States Social Security Board.

Workers' Nutrition

The Governing Body took note of the report submitted to it by the Committee of Experts set up to assist the International Labour Office in its study of the problem of workers' nutrition.

It may be remembered that the International Labour Office published a first report on this question in 1936. In order to facilitate further research in this field, the experts consulted had made a number of suggestions of a technical nature, in regard, for example, to the best methods to be followed to obtain data on the actual consumption of foodstuffs by workers and their families.

SECOND REGIONAL CONFERENCE OF REPRESENTATIVES OF LABOUR INSPECTION SERVICES

In accordance with the decision of the Governing Body of the International Labour Office to convene from time to time conferences of representatives of labour inspection services, a Second Regional Conference of this kind was held at Vienna from 24 to 28 May 1937.

As the first of these conferences, which took place at The Hague in October 1935, was reserved for countries of Western Europe, the countries of Central and Eastern Europe were invited to send representatives to this second meeting. Among them, Austria, Bulgaria, Czechoslovakia, Estonia, Hungary, Latvia, Luthuania, Poland, Rumania, Turkey, and Yugoslavia sent delegates to a total number of twenty-eight. In addition, the Governments of Japan, the Netherlands, and Sweden sent observers to follow the work of the Conference.

The Conference, which was also attended by Mr. Harold Butler, Director of the International Labour Office, was opened by Dr. Resch, Austrian Minister for Social Administration, who drew attention to the great importance of the subject to be discussed by the Conference, and in particular to the fact that labour protection was inconceivable without an efficient labour inspectorate.

The subject of discussion was " Organisation of labour inspection in industrial undertakings, including the questions of collaboration with employers and workers."

Under the chairmanship of Mr. Wlcek, Austrian delegate, the Conference considered, point by point, the principles contained in a Recommendation on the subject adopted in 1923 by the International Labour Conference, and reached the conclusion that so many years had passed since the adoption of this Recommendation that several of its principles needed to be revised or supplemented.

The members of the Conference laid stress on the value of holding meetings of inspectors as a means of facilitating the exchange of practical experience. They also noted with satisfaction that the problem of organising labour inspection would be discussed next year on a wider basis by a General Conference of Labour Inspection Services with a view to its inclusion in the Agenda of the International Labour Conference in 1939. They expressed the hope that this General Technical Conference would lead to the organisation of labour inspection on uniform principles through the medium of an international Convention.

Finally, the Conference adopted a resolution advocating the extension of labour inspection to all occupations in which persons are employed in virtue of a contract of employment.

ADVISORY COMMITTEE ON PROFESSIONAL WORKERS

The Advisory Committee on Professional Workers met on 28 and 29 May at the International Labour Office under the Chairmanship of Mr. Mannio (Finland).

It first discussed the protection of titles and professional organisation for qualified accountants, and recommended that, in each country, the duties and titles of persons acting as accountants should be defined and classified, in order to provide a basis for regulations concerning the acquisition and rightful use of those titles. The Governing Body of the International Labour Office was asked to have the study of the question continued with a view to an international agreement.

The Committee also asked that the Office, in close collaboration with the organisations which deal with the protection of professional rights, should continue the study of the moral rights of professional workers in receipt of a salary over their creations in the sphere of applied arts.

The Committee then discussed the compensation for professional workers whose posts are abolished after long service without any fault on their part (for example, owing to the reorganisation of an undertaking) with serious consequences for such workers, who may lose their means of livelihood, without adequate compensation. The Committee asked that the Office should continue studying this question, paying particular attention to the position of professional workers within the wider problem of the effect of technical progress on employment and unemployment.

In conclusion, the representatives of organisations of professional workers expressed the hope that the professional workers would be included in the scope of the application of the draft Conventions for the reduction of hours of work in the printing and kindred trades and in the chemical and textile industries, to be discussed by the forthcoming Session of the International Labour Conference.

Besides Mr. Mannio, the Chairman, the following members were present :

Representing the International Organisation of Intellectual Co-operation : M. Ostertag, Director of the International Offices for the protection of intellectual property, at Berne ; M. de Montenach, secretary of the International Organisation of

Intellectual Co-operation of the League of Nations; and M. R. Weiss, of the International Institute of Intellectual Co-operation.

Representing the employers: M. Lecocq (Brussels).

Representing the professional workers: M. Gallié, Secretary of the International Federation of Professional Workers (Paris); M. Lathan, President of the British Federation of Professional Workers (London); M. Koscinski, Secretary of the Polish Federation of Professional Workers and Employees (Warsaw); Mme. M. T. Nisot, Secretary of the Belgian Federation of Professional Workers (Brussels); M. Cornelissen, Deputy-Secretary of the International Federation of Professional Workers, representing Netherlands professional workers; and M. Stephen Valot, Secretary of the International Federation of Journalists (Paris).

ADVISORY COMMITTEE ON SCIENTIFIC MANAGEMENT

The Advisory Committee on the social aspects of the problem of scientific management met at the International Labour Office on 28 and 29 May, under the Chairmanship of Mr. Riddell, Canadian Government representative on the Governing Body of the International Labour Office.

The following members were present:

Representatives of the Governing Body: besides the Chairman (above), Mr. Fabra-Ribas (Spain), for the Government Group; Mr. Curčin (Yugoslavia) and Mr. Tzaut (Switzerland) for the employers' group; and Mr. Mertens (Belgium) for the workers' group.

Experts: Mr. W. Clark (United States); Mr. Férasson (France); Mr. Limperg (Netherlands); and Mr. Hedberg (Sweden).

In 1931, the International Labour Office published a study on "The Social Aspects of Rationalisation," and, in April 1936 at its first meeting, the Committee appointed by the Governing Body, in order to secure for the Office the collaboration of competent experts, drew up a list of problems which it considered to be especially urgent.

During this second meeting, on 28 and 29 May, the Committee made certain suggestions on the terminology of rationalisation. It stated that widest possible publicity should be given to the work of the Office in this field, and that such studies should be continued in full agreement with the international and national organisations concerned.

The Committee also asked that the Office should continue its study of the mechanisation of office work, with a view to preparing for a more detailed discussion of the subject at its next meeting, by means of correspondence with members of the Committee.

The Committee, in conclusion, examined the relations of technical progress to employment and unemployment, and discussed various measures which would alleviate the effects on the workers of the elimination or expansion of undertakings or technical equipment, and the rapid and intensive mechanisation of such equipment.

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THE TWENTY-THIRD SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-third Session of the International Labour Conference was held in Geneva from 2 to 23 June with Mr. Séan Lemass, Minister for Industry and Commerce in the Irish Free State, as President, and Mr. Garcia Oldini, Government Delegate for Chile, Mr. Goldie, Canadian Employers' Delegate, and Mr. Krekitch, Yugoslav Workers' Delegate, as Vice-Presidents.

The Session was a particularly striking testimony to the vitality of the International Labour Organisation and of the importance which the States Members attach to its work. It was the largest in the history of the Conference, for 431 persons representing 53 countries took part in it as delegates or advisers. The Session of the previous year, which was itself a very representative gathering, consisted of 381 persons from 48 countries. The fact that ten Ministers for social affairs were present is sufficient to show the interest which Governments take in the work of the Conference.

The enthusiasm of the States Members was justified by the importance of the Agenda. It contained no less than seven items which might result in the adoption of international regulations. Three of them aroused particular attention. They were the items dealing with the application of the 40-hour week without reduction in the standard of living of the workers (affirmed in principle by the Convention voted in 1935), to three great branches of activity: the textile industry, the chemical industry, and the printing and kindred trades.

Only one of the three proposed Draft Conventions submitted to the Conference was adopted, that on the textile industry, but it must be remembered that this is one of the most important industries, employing about 14 million people throughout the world, and that a considerable proportion of its workers are women and children. The voting of this Draft Convention is therefore a great step towards the reduction of hours of work, and its application will also tend to moderate the present fierceness of world competition.

The two proposed Draft Conventions concerning the 40-hour week in the chemical industry and in printing and kindred trades received a substantial number of votes but did not attain the necessary two-thirds majority.

To sum up, a record of the decisions taken in the course of previous sessions shows that the results of the Organisation's efforts to reduce hours of work are as follows:

> 1935.—Adoption of a general Convention by which States Members declare themselves in favour of the principle of the 40-hour week without reduction in the standard of living of the workers and undertake to apply that principle to various categories of employment by means of separate Conventions.
>
> Adoption of a first Convention to apply the principle to the glass-bottle industry.
>
> 1936.—Adoption of a Convention applying the principle to public works.
>
> 1937.—Adoption of a Convention applying the principle to the textile industry.

These results undoubtedly affect at the present time a considerable fraction of the world of labour. Nevertheless the Conference was of the opinion that this procedure of applying the 40-hour week industry by industry would take too long to reach a solution satisfactory to the workers, and it therefore adopted a resolution asking the Governing Body of the International Labour Office to consider placing on the Agenda of the next session of the Conference the question of the generalisation of the reduction of hours of work in all economic activities which are not covered by the Conventions already adopted.

Such is the situation as regards the 40-hour week in the international sphere, after the results of the voting in the Twenty-third Session of the Conference.

On the four other items submitted to it, the Conference led to entirely positive results.

It revised the two Conventions concerning the minimum age for admission to industrial and non-industrial employment by raising the age from 14 to 15 years, as was done last year for the Convention concerning work at sea. This raising of the age for admission to employment, which will have as a corollary the raising of the school-leaving age, will help to reduce unemployment among young people as well as to extend their education.

The Conference further adopted a Draft Convention concerning protection against accidents in the building industry. This Convention is completed by four Recommendations; one of these includes a Model Code drawn up after an examination by the success of measures adopted in different countries to prevent accidents in this dangerous industry.

The last item on the Agenda dealt with a far-reaching question: the planning of public works in relation to employment; it was also the occasion of the voting of two Recommendations. The Conference here returned to a subject in which it had shown interest at its very first Session. The Conference considered that it was possible and highly desirable that public works should be planned methodically and in advance so that they might be reserved as far as possible for periods of economic depression and unemployment. It was of the opinion that this method was a factor of primary importance in the achievement of a rational economy. The Conference thus contributed to the great problem of the relief and the prevention of economic depression, and also laid the foundations of fruitful international co-operation in this sphere.

The activity of the Conference was by no means confined to decisions on items of the Agenda. It also adopted a series of resolutions connected with these items or proposed by various delegates; these resolutions requested the Governing Body of the International Labour Office to undertake the study of various social problems with a view to placing them on the Agenda of subsequent sessions. Two of these resolutions deserve special mention: they are concerned with the 40-hour week and suggest the drawing up of a special labour régime for countries in which such a régime would be justified on account of climatic conditions, the insufficient development of industrial organisation, or other reasons. The other resolutions deal with the most varied subjects and aim at extending still further the Organisation's sphere of activity.

A long debate was held as usual on the annual Report of the Director of the Office, Mr. Harold Butler, and covered a remarkable amount of ground on account of the attention paid to economic problems of the present time and their influence on social problems.

The Conference further took note as usual of the reports of the States Members on the application of Conventions ratified by them.

It had also to proceed to the triennial re-election of the Governing Body of the International Labour Office.

Finally, this Conference will be remembered for the unveiling of the monument to the first Director of the Office, Albert Thomas, whose fundamentally important work for the shaping and progress of the Organisation received the homage that was its due.

The following is a brief account of the decisions adopted by the Twenty-third Session, item by item.

THE 40-HOUR WEEK IN THE TEXTILE INDUSTRY

By a vote of 88 to 41 the Conference adopted a Draft Convention applying to the textile industry the principle of the 40-hour week without reduction in the standard of living of the workers (principle laid down in the General Convention of 1935).

This Convention applies to persons occupied in an undertaking or branch of an undertaking which is engaged wholly or mainly in one or more of the series of operations connected with the manufacture "of any kind of thread, yarn, twine, cord, rope, netting or felt or any woven, piled, knitted or lace-work fabric from any one or more of the following materials: cotton, wool, silk, flax, hemp, jute, rayon or other synthetic fibre or any other textile material, whether vegetable, animal or mineral origin."

The text adopted by the Conference fixes exactly where the series of operations in question begins and ends. They include bleaching, dying, printing, finishing, etc., and end with the packing and despatch of the products. These operations do not include the making in whole or in part of any garments except in the case of hosiery manufacture and in cases in which the garment or other article is made by the same process as the fabric.

Exceptions are provided for persons employed in undertakings in which only the members of the employer's family are employed, and for persons who by reason of their special responsibilities are not subjected to the normal rules governing the length of the working week.

Under the Convention the hours of work of persons to which it applies must not exceed an average of 40 per week. For persons who work in teams on processes which are necessarily continuous, the weekly hours of work may average 42.

Where hours of work are calculated as an average, the competent authority is to determine, after consultation with the organisations of manufacturers and workers concerned, the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week.

An extension of the limits may be permitted in certain specified cases: preparatory or complementary work, accidents, urgent repairs to machinery, the unforeseen absence of one or more persons of a shift, etc.

The Convention provides for a maximum of 75 hours' overtime yearly, which may be granted only under certain conditions and must be remunerated at not less than 1¼ times the normal rate. However, in cases in which national laws or regulations apply the weekly limit of hours as a strict limit applicable to each week, the competent authority may permit not more than 100 additional hours of overtime in any year to be worked, subject to the conditions that such additional hours of overtime shall be remunerated at not less than 1¼ times the normal rate. There must be no consistent working of overtime and the competent authority may only grant permission to work overtime after consultation with the organisations of employers and workers concerned.

Other provisions deal with the posting up of time-tables, the possibility of applying the Convention in stages within a period which may not exceed two years from the coming into force of the Convention for the Member State concerned, the annual reports upon the application of this Convention to be submitted to the International Labour Office, etc.

Besides the Draft Convention the Conference also adopted a Resolution requesting the Governing Body of the International Labour Office to give immediate consideration to the question of the adoption of a Draft Convention determining the modifications to be made in the text summarised above for certain countries with special conditions of climate, industrial organisation, etc.

In the final votes the Draft Conventions to apply the principles of the 40-hour week to the chemical industry and to the printing and kindred trades, obtained 76 votes to 42 and 72 votes to 43 respectively. Since the necessary two-thirds majority was not attained, they were not adopted.

A Resolution requesting the Governing Body to submit to the Conference of 1938 the question of generalising the reduction of hours of work in all activities not covered by existing Conventions was presented by Mr. Mertens, Workers' Delegate (Belgium) and M. Jouhaux, Workers' Delegate (France), and was adopted by 66 votes to 39.

RAISING OF THE MINIMUM AGE FOR ADMISSION TO EMPLOYMENT TO 15 YEARS

In raising the minimum age for admission to industrial employment to 15 years, the Conference took a step towards the achievement of a social reform of far-reaching importance.

The economic depression and the increasing unemployment among young people have strengthened the movement which now exists in nearly every country in favour of keeping children at school as long as possible, and retarding their admission to remunerated employment in industry, commerce, agriculture, etc.

With these considerations in mind, in June, 1935, the International Labour Conference voted a Resolution and inserted a special provision in a general Recommendation on measures to be taken to relieve unemployment among young persons, to the effect that international social legislation as well as national legislation should be brought into line with the new tendencies.

In the international sphere, the question of the minimum age for admission to employment has been the subject of four Conventions adopted by the International Labour Conference in 1919, 1920, 1921 and 1932, prohibiting the employment of children under 14 years in industrial undertakings, at sea, in agricultural undertakings, and in non-industrial occupations respectively.

In pursuance of the Resolution of the Conference in 1935, the Governing Body of the International Labour Office decided to open revision procedure for these Conventions with a view to raising the minimum age to 15 years instead of 14. In October, 1936, the Maritime Session of the Conference had made an alteration of this kind in the Convention of 1920 concerning the employment of children at sea. It took this decision subject to a similar decision being made in 1937 for industrial and non-industrial employment (in respect of agriculture, the Governing Body of the International Labour Office has set up a Tripartite Committee, which will advise on this subject).

Two drafts for partial revision of the Conventions of 1919 and 1932 were therefore submitted to the Twenty-third Session of the Conference.

With regard to industry, the Conference decided to raise from 14 to 15 years the age at which children may be employed in private or public industrial undertakings or in branches thereof. The age at which workers may be entered on an inspection register was raised from 16 to 18 years.

In respect of employments which, by their nature, or the circumstances in which they are carried on, are dangerous to the life, health or morals of the persons employed therein, national laws are either (*a*) to prescribe a higher age or ages than 15 years for the admission thereto of young persons or adolescents, or (*b*) to employ an appropriate authority to prescribe a higher age or ages than 15 years for the admission thereto of young persons or adolescents.

Finally, provision was made for the special conditions in India, Japan and China.

For the revision of the 1932 Convention (non-industrial employment) similar provisions were adopted. The minimum age was raised from 14 to 15 years; and in the case of the exceptions already provided for employment in light work outside the hours fixed for school attendance, from 12 to 13 years.

Provision was made for a suitable system of official inspection and supervision, and for the keeping of a register by each employer showing the names and dates of birth of all persons under 18 years engaged by him in employments which fall within the scope of the Convention.

Special provisions were made for India.

Exceptions may be made in the case of undertakings only employing members of the employer's family.

In a final vote the Draft Convention (revised) on the minimum age for admission to employment in industry was adopted by 98 votes to 18. The Draft Convention (revised) on the minimum age for admission to non-industrial employment was adopted by 81 votes to 22.

A Recommendation that the exceptions provided in the latter Convention for family undertakings should be suppressed as soon as possible was adopted by 82 votes to 18.

ORGANISATION OF PUBLIC WORKS IN RELATION TO EMPLOYMENT

On the question of the planning of public works in relation to employment, the Conference reached practically unanimous conclusions. This is a problem which arose in nearly all countries during the world depression. In nearly all countries large-scale public works were resorted to in order to relieve unemployment and revive industrial activity, but the measures taken were often improvised to meet the immediate need; they were not always rationally planned and met with varying degrees of success. The time has now come to draw conclusions from these very varied experiments.

The Conference undertook this work by drawing up and adopting three texts on this subject:

(1) A recommendation on international co-operation in the matter of public works; (2) a Resolution on the same subject; (3) a Recommendation concerning the national planning of public works.

The object of the first of these texts which was adopted by 148 votes to nil, was to ensure that the States Members should communicate each year to the International Labour Office, on a uniform plan, all useful information on works undertaken and contemplated, and that they should co-operate in any international committee which might be set up for the study of this information. The aim in view is defined in the following lines of the preamble,

> "Whereas the advance planning of public works is a useful method of preventing unemployment and counteracting economic fluctuations; and
>
> "Whereas action for this purpose can be effected only if it is based on definite information and international co-operation;
>
> "The Conference recommends that . . . . "

The Resolution which accompanies this Recommendation invites the Governing Body of the International Labour Office to appoint, as soon as possible, and to convene without delay an International Public Works Committee, the duties of which should be to study each year the information collected by the International Labour Office and to prepare the uniform plan for this information, etc.

Members who have declared themselves willing to give effect to the above-mentioned Recommendation should be invited to send representatives to the Committee. It should also include employers' and workers' representatives in equal numbers, representatives of the competent organisations of the League of Nations, and if need be, experts.

The Recommendation concerning the national planning of public works was adopted by 147 votes to nil. It lays down a certain number of principles which States should follow, to ensure that public works should have the greatest possible effect in relieving unemployment and reducing economic fluctuations. The main point is that the drawing up and execution of large programmes of public works should not be left to chance improvisations under pressure of a crisis, but should be the object of rational advance planning. Among the principles advocated are the fixing of suitable timing, which should involve an increase in the volume of such works in periods of depression, and for this purpose the preparation in advance during periods of prosperity of works capable of being held in reserve for moments of crisis, the institution of a national co-ordinating body, etc.

As regards the financing of public works, the Recommendation advocates the placing to reserve in periods of prosperity of the resources necessary for carrying out works prepared for periods of depression; restricted borrowing by public authorities in periods of prosperity and accelerated repayment of loans previously contracted; the financing by loan in periods of depression of public works likely to stimulate economic recovery and, generally speaking, the application of a monetary policy which will make possible the expansion of credit required at such a time for the speeding up of the public works, etc. Loans for public works should be contracted at the lowest possible rate of interest. The co-ordinating body already mentioned should be consulted, not only on financial policy as regards public works, but also if necessary on taxation policy.

The Recommendation emphasises the necessity of ensuring sufficient co-operation between the credit policy of the central Bank and the financial and economic policy of the Government. It also draws attention to works capable of employing certain special classes of workers, such as young workers, women, and non-manual workers. Finally, after having dealt with the conditions of recruiting for employment on public works, it lays down the principle that the rates of wages of workers on public works should not be less favourable than those commonly recognised by workers' organisations and employers for work of the same character in the district where the work is carried out. Where there are no such wages recognised or prevailing in the district, those recognised or prevailing in the nearest district in which the general industrial circumstances are similar should be adopted, subject to the condition that the wages paid should in any case be such as to ensure to the workers a reasonable standard of living, as this is understood in their time and country.

SAFETY IN BUILDING

This question was placed on the Agenda of the Twenty-third Session of the Conference in the following form—" Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery."

The importance of this question emerges clearly from the statistics collected by the International Labour Office. They show that in all countries for which statistics are given accidents are more frequent and more serious in the building industry than in most other industries. In general, accident figures in the building industry seem to be about double the average for all other industries taken together. Only very few industries (mining, shipping and, in some cases, lumbering) are the cause of more accidents than building, but it should be remembered that they are occupations which have to contend with natural phenomena such as explosions of gas, landslides, storms, etc. which are extremely difficult if not impossible, to control.

A systematic examination of the causes of accidents in the building industry shows that in nearly every country more than half of all accidents to building workers can be classed under the headings: Falls of persons or objects, transport and handling of objects. Accidents due to "falls" represent about a third of the total number of reported accidents. From two-thirds to three-quarters of the number of fatal accidents are regularly due to the three causes mentioned above, and more than half these accidents are due to "falls." The position is about the same for serious accidents: 38 per cent. of accidents resulting in permanent invalidity and 39 per cent. of those resulting in temporary invalidity were caused by falls. In 1931–1932, almost half of all accidents in Switzerland classified as "falls of persons" were falls from scaffolding, platforms, ladders and stairs; 2,900 accidents were caused by scaffolds and these accidents alone were responsible for 16·3 per cent. of the total accident compensation costs.

It was with these considerations in mind that the Governing Body of the Office decided to bring before the International Labour Conference the question of the measures to be taken to protect building workers from the special risks to which they are exposed, and to aim in the first place at international regulations for scaffolding and hoisting machinery.

This question came before the Conference for a first discussion in 1936, as a result of which the Conference decided unanimously that Governments should be consulted in order that texts might be adopted in 1937. And, in fact, this year the following texts were adopted by the Conference :

> By 128 votes to nil a Draft Convention by which the States undertake to maintain in force laws or regulations laying down safety provisions for workers in the building industry ;
>
> By 117 votes to 3 a Recommendation containing a Model Safety Code ;
>
> By 124 votes to nil a Recommendation concerning inspection in the building industry ;
>
> By 115 votes to nil a Recommendation concerning collaboration in accident prevention ;
>
> By 122 votes to nil a Recommendation concerning vocational education for the building industry.

The Conference, in fact, voted a sort of " Building Safety Code " which will make it possible to hasten the application by all countries of measures already in force in some countries and which have proved the most satisfactory.

Application of International Labour Conventions

The Conference also had, as usual, to consider the conclusions of the Committee entrusted with the task of examining the annual reports sent in by States on the measures they have taken to apply the international labour Conventions ratified by them.

From the practical point of view this is one of the Conference's most important tasks, for this mutual information procedure permits all States Members—not only Governments but also employers' and workers' organisations—to realise how the provisions of international social legislation are actually put into effect.

This year, 604 reports arrived in time to be submitted to the Committee. 68 were missing, and among them the 17 reports which would have dealt with the Conventions ratified by Germany. On this subject the Committee expressed itself in the following terms :

> " The Experts pointed out that the absence of reports from Germany raised certain questions of law as to the obligations of a State which has ratified Conventions whilst being a Member of the Organisation and has then ceased to be a Member. The Committee was impressed with the desirability of reaching a solution of these legal questions, but as it was informed that they are now under consideration by the Office with a view to the presentation of a report to the Governing Body, the Committee refrains from expressing any opinion on the point."

In its report to the Conference, the Committee mentioned that in accordance with the procedure followed in previous years, the representatives of Governments had been invited to give their observations before the Committee if they so desired on statements dealing with matters which concerned their countries. In so doing the Committee did not consider itself as a tribunal before which Governments "could be arraigned" but as a body designed to operate "as a system of mutual verification upon a basis of reciprocal confidence and goodwill." The Committee took the opportunity of expressing its appreciation of the courtesy of the representatives of Governments who had responded to its invitation and who had offered explanations thanks to which its work was greatly facilitated.

The Committee emphasised the fact that the ratification of an international labour Convention is as solemn and as binding as the ratification of any other international treaty and that ratification therefore imposes a definite obligation on the ratifying Member State to give effect to its terms completely and punctually.

> " The Committee has never admitted that its functions were limited to an examination of textual conformity between the Conventions on the one hand and the provisions of the national legislation on the other. It has always taken the view that in the last analysis the touchstone of the success of the work of the Organisation was the effective practical application of the ratified Conventions by means of appropriate national measures.
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> " The Committee wishes once again to place on record its conviction that in this practical application, factory inspection, operated by a staff adequate in numbers, training and organisation, plays a fundamental rôle. It was accordingly with much satisfaction that the Committee heard of the holding of a second regional Conference on factory inspection in Vienna at the end of May. The Committee also notes with interest the decision of the Governing Body to convene a general conference of representatives of factory inspection services in 1938, with a view to the elaboration of a possible Draft Convention concerning the general principles of factory inspection for submission to the International Labour Conference at some future date."

Finally, in the report submitted to the Conference and adopted the Committee noted the steady progress made in extending the application of international Labour Conventions to colonial and other areas dependent on the States Members.

Resolutions

In addition to the resolutions already mentioned, the Twenty-third Session also adopted a certain number of resolutions submitted by delegates. These dealt with :

The protection of migrant persons insured or pensioned under social insurance schemes, submitted by Mr. Komarnicki (Government, Poland) ;

Special problems concerning indigenous workers, submitted by Mr. Satis Chandra Sen (Workers, India) ;

Women workers, submitted by Mr. Edward McGrady and Miss Grace Abbott (Government, United States) ;

The application of a uniform system of protection for the workers in China, irrespective of whether they are or are not situated in the foreign settlements, submitted by Mr. Mertens (Workers, Belgium), Mr. Chu (Workers, China), Mr. Koizumi (Workers, Japan) and Mr. Satis Chandra Sen (Workers, India) ;

The fulfilment by all States Members of the Organisation of the obligations laid down by paragraph 5, Article 19, of the Constitution (the obligation to submit Conventions adopted by the Conference to the competent authority), submitted by Mr. Kupers (Workers, Netherlands) ;

The collaboration of Burma with the International Labour Organisation, submitted by Mr. Satis Chandra Sen (Workers, India) ;

The calling of an advisory tripartite labour conference of Asiatic countries and the establishment of an Asiatic Committee, submitted by Mr. Chu (Workers, China), Mr. Sen (Workers, India) and Mr. Koizumi (Workers, Japan).

ELECTION OF THE GOVERNING BODY

During the Session, on 22 June, the groups of the Conference met to elect the Governing Body of the International Labour Office for the period 1937 to 1940.

The Governing Body consists of 32 members, 16 representing Governments, 8 representing employers, and 8 representing workers.

Of the 16 Government members, 8 are by right the representatives of the 8 States Members of chief industrial importance, i.e., the United States, Canada, France, Great Britain, India, Italy, Japan, the U.S.S.R. The remaining 8 are elected by the Government delegates to the Conference, with the exception of the delegates from the 8 countries mentioned above.

According to the constitution of the International Labour Organisation, 6 of the 16 countries represented on the Governing Body must be extra-European States. As there were already four extra-European States among the 8 Members of chief industrial importance, there had to be at least two extra-European States among the 8 Members elected.

The 8 employers' representatives and the 8 workers' representatives on the Governing Body are elected as individuals by the Employers' group and the Workers' Group at the Conference respectively. Two employers' representatives and two workers' representatives must belong to extra-European countries.

As a result of the voting, the following were elected:

For the eight elective Government seats : Brazil, Chile, China, Spain, Norway, Mexico, Poland and Yugoslavia.

As employers' representatives : Mr. Curčin (Yugoslavia), Mr. Harriman (United States of America), Mr. Erulkar (India), Mr. Forbes Watson (British Empire), Mr. Gemmill (Union of South Africa), Mr. Lambert-Ribot (France), Mr. Oersted (Denmark), and Mr. Olivetti (Italy).

As workers' representatives : Mr. Andersson (Sweden), Mr. Caballero (Spain), Mr. Hallsworth (British Empire), Mr. Joshi (India), Mr. Jouhaux (France), Mr. Mertens (Belgium), Mr. Watt (United States of America), and Mr. Yonekubo (Japan).

DISCUSSION OF THE DIRECTOR'S REPORT

The discussion of the Director's Report was particularly long this year. Seventy-five speakers took part in it and five of these were Ministers of Labour. The speakers were the following (in the order of speaking) : Mr. Alexandresco-Roman (Government, Rumania), Mr. Fabela (Government, Mexico), Mr. Oersted (Employers, Denmark), Mr. Brown (Government, Great Britain, Minister of Labour), Mr. Krekitch (Workers, Yugoslavia), Mr. Goldie (Employers, Canada), Mr. Wistrand (Employers, Sweden), Mr. Zaalberg (Government, Netherlands), Mr. Tzvetkovitch (Government, Yugoslavia, Minister of Labour), Mr. Hayday (Workers, Great Britain), Mr. Jouhaux (Workers, France), Mr. McGrady (Government, United States), Sir Hormusji Mody (Employers, India), Mr. Watt (Workers, United States), Mr. Armstrong (Government, New Zealand, Minister of Labour), Mr. Yoshisaka (Government, Japan), Mr. Garcia Oldini (Government, Chile), Mr. Curčin (Employers, Yugoslavia), Mr. Muniz (Government, Brazil), Mr. Lebas (Government, France, Minister of Labour), Mr. Ruiz Guiñazú (Government, Argentine Republic), Mr. Riddell (Government, Canada), Mr. Li Ping-Heng (Government, China), Mrs. Palencia (Government, Spain), Mrs. Egorova (Workers, U.S.S.R.), Mr. Koizumi (Workers, Japan), Mr. Sen (Workers, India), Mr. Keto (Government, Finland, Minister of Social Affairs), Mr. Ferguson (Government, Irish Free State), Mr. Antokoletz (Government, Argentine Republic), Mr. Berg (Government, Norway), Mr. Knob (Employers, Hungary), Mr. Pullan (Workers, Australia), Mr. Bahramy (Government, Iran), Mr. Kitaoka (Government, Japan), Mr. Benavides (Government, Uruguay), Mr. Tomás (Workers, Spain), Mr. Lamuraglia (Employers, Argentine Republic), Mr. Dickson (Government, Canada), Mr. Momtchiloff (Government, Bulgaria), Mr. Staud (Workers, Austria), Mr. de Jonge (Workers, Netherlands), Mr. Komarnicki (Government, Poland), Mr. Campbell (Workers, Irish Free State), Mr. Schulthess (Government, Switzerland), Mr. Harriman (Employers, United States), Mr. Markus (Government, U.S.S.R.), Mr. Gastelú (Government, Ecuador), Mr. Assal Bey (Government, Egypt), Mr. Colbjörnsen (Government, Norway), Mr. Cañas-Flores (Government, Chile), Mr. Zen (Employers, Japan), Mr. Oliveira (Workers, Brazil), Mr. Sandoval (Government, Cuba), Mr. Barkauskas (Government, Lithuania), Mr. Kádár (Government, Hungary), Mr. O'Leary (Employers, Irish Free State), Mr. Galliez (Employers, Brazil), Mr. Szydowski (Employers, Poland), Mr. Chu Hsueh-Fan (Workers, China), Mr. Dominguez Aspiazo (Workers, Cuba), Mr. Haidar Khan (Government, Afghanistan), Mr. Sabih Najib (Government, Iraq), Mr. Alfaro (Government, Venezuela), Sir Frank Noyce (Government, India), Mr. Feldmans (Government, Latvia), Mr. Esteves Fernandes (Government, Portugal), Mr. Leñero (Government, Mexico), Mr. Cowley y Hernandez (Employers, Cuba), Mr. Díaz Muñós (Workers, Mexico), Mr. Antiga y Escobar (Government, Cuba), Mr. Phocas (Government, Greece), Mr. Stańczyk (Workers, Poland), Mr. Dash (Workers, New Zealand), Mr. Parra (Workers, Venezuela).

In his reply, Mr. Harold Butler underlined the very significant fact that more than half the speakers came from extra-European countries. He added:

> " The outstanding impression on my mind which the debate has left is the testimony which it furnishes to the value and the standing of the International Labour Organisation. Listening to speaker after speaker in the debate, I have been impressed as never before by the strength and vitality of the movement of which we are servants. The cause of social progress is no longer an affair for a few philanthropists; it has become the vital concern of Governments not merely in one or two leading countries but in every country represented here. . . .
>
> " On the one hand, it is now more or less generally accepted that the improvement of living standards is not inconsistent with sound economy, and that suggests that it is possible to advance civilised living without relying on force as the means of national progress. And a second point, of hardly less importance, is the constant insistence on the necessity of international consultation and co-operation if that aim is to be achieved. That, too, is not perhaps without importance at a time when scepticism as to international institutions is momentarily fashionable, and when isolationist and nationalistic policies are receiving a great deal of incense, some of it rather undiscriminating."

Mr. Butler then underlined the interest of the long and valuable descriptions which had been given from the platform, of the progress achieved in many countries in overcoming the depression.

> " Now that is not merely, I think, just a catalogue of legislation, but it is the proof of a living movement; it is the proof of a realisation, to which I alluded just now, of the fact that social progress has now become a vital concern of Governments and one of their primary preoccupations.
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> " Then there is another point which has been brought up by a number of speakers and that is the growth of trade unionism in a number of countries."

On this point the Director recalled that freedom of association was one of the fundamental principles of the International Labour Organisation but that the powers of the International Labour Office in this respect were strictly limited.

> " Freedom of association, like freedom of speech and freedom of the press, is mainly a political matter and, as everyone in this room is aware, there is no Convention which has been adopted by this Conference which would warrant the Office in intervening in the internal politics of the various States Members of this Organisation. I say that lest any exaggerated expectations should be aroused as to what it is possible for the Office to do; but when I have said that, I would like to add that, as far as is possible within those limitations, the Office will do what it can to make known the situation as it exists in the various countries."

Another point which struck Mr. Butler, while listening to speeches on the Report, was the general recognition of real improvement in the economic conditions of the world. This was a welcome change of tone from the pessimism which had manifested itself on the Conference platform in the last few years. True, in some quarters a certain disquiet was expressed as to how real and how lasting the present recovery might be. Some people believed that the convalescence about which so much had been said was purely illusory. He did not himself go so far, but the repetition by a number of delegates of the economic risks of excessive production of armaments left a sinister query in the mind of any person reading the whole of the discussion. It had also been asked what would happen when the armaments boom burst. What would happen to employment and unemployment? Would they only emerge from one depression to plunge into another?

> " It (the possibility of another depression) involves a great social problem which can only be met by organisation and by forethought. In some countries that kind of forward-thinking has already begun, and the Office will certainly do its best to collect all the information available in order to indicate what progress is being made towards solving a problem which has never been solved before, and indeed which no one has ever attempted to solve before. It can hardly be supposed that the right or complete solution will be found at the first attempt, but it is encouraging that at the present time a great deal of thinking and a great deal of discussion is going on in a number of countries as to what can be done to prevent the recurrence of cyclical depression."

Turning to the economic side of the discussion, Mr. Harold Butler first replied to those who attempted to deny the usefulness of State intervention in the struggle against the depression.

> " To attempt to prove that, in all the efforts made by Governments at self-help during the recent depression, that of State intervention was not only useless but positively harmful, seems to me extraordinarily difficult to reconcile with the facts which we now possess. To me it is very hard to believe that recovery, which began in 1933, had nothing whatever to do with the measures which were taken to stop the decline. In order to prove that, it would be necessary to show not merely that it was a coincidence that all these Government measures took place simultaneously with the progress of recovery; it will be necessary to go much further than that, and to show that recovery began just at the moment when the most energetic steps were being taken to prevent it. But that seems to me a paradox which it is very difficult to uphold."

The Director mentioned and discussed one by one the various observations made on devaluation, economic planning, autarky, freedom of trade, raw materials, monetary inequality, etc. He then passed on to a fuller examination of the problem of hours of work.

" Here, too, I suggest that there is great virtue in applying the pragmatic method rather than in continuing to treat the question on an *a priori* basis. As the French Minister of Labour said, the arguments used in the debate are mostly the same as those which have been repeatedly heard on previous occasions, but events have now given a new force to the 40-hour week. In the United States, after four years' experience, we find a Bill introduced into Congress for again enacting the national 40-hour week; and this is all the more remarkable as, during the past two years, since the National Industrial Recovery Act was declared unconstitutional, American industry could have returned to a longer working week without any let or hindrance, and yet Mr. Harriman stated that ' because of the use of technology, the representatives of American labour and American business can unite in supporting a wisely-drawn 40-hour Convention at Geneva.'

" We heard Mr. West at the Washington Conference relate in detail the favourable results achieved in his own mill through the establishment of the shorter work period. We find Mr. Armstrong telling us that in New Zealand the employers have not been ruined by the 40-hour week as they expected. Mr. Lebas has stated that, although the Decrees applying the 40-hour week to nearly eight million workers and employees in France have only recently come into operation, they have been mainly responsible for restoring a quarter of a million persons to employment.

" These are facts, and I venture to think that they cannot any longer be simply dismissed by advancing theories and hypotheses against them—such as that a reduction of hours would disorganise prices, reduce production catastrophically, destroy the balance between industry and agriculture, and so on. These things have apparently not happened in the countries where hours have been reduced. A *prima facie* case in favour of the shorter working week has therefore been made out by the actual experience of a number of countries. It is no longer a battle of words and ideas, but a confrontation of facts.

" Mr. Oersted reproached me with a lack of objectivity in stating that the eventual adoption of the 40-hour week was inevitable. But I find it impossible to imagine that the present hours position is one at which, henceforward, we shall for ever remain. It is true that at present, at any rate, I should not be inclined to go so far as Mr. Zaalberg and to contemplate a 30-hour week as a possibility of any discernable future. But I find it very difficult to believe that the industrial countries which have so far refused to look at a 40-hour week are so very different in respect of psychology, conditions of life and technical efficiency from those in which it has already been introduced.

" I cannot persuade myself that what has proved feasible and advantageous in France, New Zealand and the United States is bound to be disastrous in every other country. No doubt a great deal depends on the degree of technical progress which has been attained. Mr. Harriman suggested that the Office should undertake an enquiry on this point. I doubt whether such an enquiry could be successfully conducted except by the national authorities in each country; but if, as I hope, such an enquiry is undertaken, I should be very much surprised if it showed so wide a difference between the rate of increase of technical efficiency achieved in Europe and the United States as the speeches and the attitude of many Delegates in this Conference seem to suggest. Technical improvement is making the 40-hour week not only economically possible but also socially indispensable, and I would ask the indulgence of the Conference if I dwell on these two points for a few minutes.

" What is the present situation ? As Mr. Ernest Brown emphasised, ' the new fact of our post-War world which overshadowed all others in industry is the amazing scale of new productive manufacturing capacity. . . . The last twenty-five years have given us a more tremendous acceleration of mechanical production, and greater and more effective machinery, than any other period in the world's history.' Mr. Harriman went on to illustrate this point by informing us that it had been calculated in the United States that 43 men could produce in 1930 as much as 100 men in 1899. And we might ask how many fewer men could produce the same quantity in 1937; for technical progress, so far from having been arrested by the depression, has been stimulated by the need for lower costs to even greater achievements.

" What does all this mean ? It means, on the one hand, that industry between 1914 and 1937 has become far more adaptable to a shorter working week owing to the great increase in its productivity. Surely it means that, just as the great advance in productivity brought about between 1850 and 1919 made it possible to introduce the 48-hour week without any disastrous economic consequences, so a similar advance has been made in the last twenty-five years which has brought a further reduction of hours in sight.

" But it means something more. It implies that the shorter working week is not merely economically possible, but that the very conditions which have made it possible have also made it necessary. Mr. Lebas justified the action taken in France on two grounds—that it created new employment and that it afforded greater leisure. I have been reproached for having suggested in the Report that this latter reason for shortening hours might be quite as important, if not more important, than the former. It is true that the ground on which the 40-hour week was originally advocated was mainly as a method of spreading employment. Where it has been tried it has, to some extent, fulfilled that expectation. But I am inclined to believe that the more potent reason for the change lies in the need for greater leisure. We do not, perhaps, reflect sufficiently on the little that has been done to adapt the human machine to the conditions of the new age in which we live and work. In all spheres of life we are only subconsciously aware of the increasing pressure on our nervous system. We hardly yet realise the immense physiological and psychological implications of the technical revolution of the last forty years. The introduction of speed, both in locomotion and in the transmission of ideas, has transformed the conditions of urban life. The motor-car, the airplane, the telephone and the radio impose a strain upon nerves and brain to which the organism is not yet adapted. After all, it has been built up over tens of thousands of years to meet conditions in which no human being could move faster than a horse and no communication between human beings was possible except when they were face to face. In a hundred years an entirely new mode of life has been created, and in no department has it increased nervous tension more than in industry. The careful, self-regulated work of the handicraftsman is now performed by machines moving at ever-increasing speeds, exacting ever greater attention from the workman, imposing the most arbitrary limits on the pace of his work, while at the same time depriving him of any personal feeling of satisfaction in the product to which he makes an infinitesimal contribution.

" There can be no doubt that the result is an increased tension, about the limits and effects of which we really know very little. Though the burden of physical effort has been enormously relieved by mechanical devices of every kind, it has been replaced by an increased strain on the nervous system, which the human body is less prepared to resist, and I cannot help thinking that the strain must be particularly felt in Eastern countries which have come into contact with mechanical industry much later than the West. After all, man has been inured to physical toil for thousands of generations. He has been accustomed to exercise his muscles without undergoing any considerable mental or nervous exertion. Now the process is reversed. He is subjected to constant mental and nervous pressure without being called upon to display that muscular activity to which his frame is so well adapted by long usage as to make it necessary to his bodily health. The result is that we have a whole series of new diseases, nervous diseases. We hear of ' nervous breakdown ' in all walks of life, not only among hard-driven intellectual and professional workers, but also among the least skilled workers exposed to the noise, the speed, the inexorable rhythm and discipline of the modern factory. One suspects that physical breakdown among the peasants and artisans of the pre-machine era was an infinitely rarer phenomenon.

" In order to restore something like the old balance, we have been driven to allot a larger section of our time to leisure, much of which is devoted to artificial physical exercises. England became the first sporting country, where football, cricket, tennis, rowing, golf, and other games were developed, not, I suggest, because the English had a peculiar gift for ball games, but because they were first called upon to resist the impact of urban industrialism. Sport is a substitute for the physical exercise which manual labour used to provide, or which the eighteenth-century merchant or lawyer obtained by riding about his business on horseback. It provides a relaxation for the nerves, but it necessarily demands longer hours of leisure.

" In the pre-machine age men worked twelve hours and even longer quite naturally and willingly. They set their own pace; they produced in their own time; they were under no constraint and felt little need for relaxation or leisure. With the industrial revolution came the need for shorter hours. As early as 1848 the mass of working people felt instinctively that eight hours was the proper limit of endurance of the pressure and rigid discipline of factory life. It took seventy years to achieve that goal, though hours of work gradually lessened as the strain of work increased. Now there is a demand for yet shorter hours arising after a period of still greater mechanical development and acceleration.

" Why is this ? I do not believe it is on account of laziness. On the contrary, man is on the whole a terribly and often irrationally industrious animal. He really likes work as long as it is within his compass. As a rule, he would rather earn more money than do less work. If therefore there is now a growing feeling in favour of shorter hours, I believe it corresponds in the main to a dimly-felt need for greater relaxation engendered by the increasing speed and strain of modern industry and modern life generally. It is balanced economically by greater productivity. The faster machine processes move, the more is produced in less time, with less human effort but with more human tension, to which the body is as yet incompletely adapted.

" That, in my view, is the ultimate explanation of the demand for shorter hours and also for paid holidays, the latter another astonishing development of recent years. Last year we adopted a Convention on paid holidays by a surprisingly large majority. I hope this year we may make a beginning of the international application of the 40-hour week under equally good auspices. At the same time, as has been pointed out by a whole series of speakers, it is not always possible to apply an identical system of hours regulation to all industries or even to all countries. Anyone who has studied the measures taken in France, in New Zealand and in the United States of America, the three countries of which we have experience, will have observed that great care was taken to ensure a considerable measure of elasticity. There are considerable differences as between industry and industry, and elasticity is a necessity if the essential conditions of each industry are to be respected. I therefore feel that the method which has been adopted in the Conference and which is being pursued this year is the right method. At the same time, I agree with speakers like Mr. Koizumi and Mr. Chu, who indicated that in their countries a 40-hour week is at present impossible, but who suggested that a 48-hour week was within the present compass.

" However that may be, a strong case has been made out in this Conference for giving special consideration to countries whose industrial development is not so great as that of the great industrial countries of the West. Members of the Conference are aware that special provision for this purpose is made in Article 22 of the Constitution, which provides that ' the Conference shall have due regard to those countries in which climatic conditions, the imperfect development of industrial organisation or other special circumstances make the industrial conditions substantially different.' I am therefore very glad that in the Governing Body the question of giving special consideration in the Conference to the conditions of such countries has been taken up, and that already considerable progress has been made in that direction. I hope that the proposal to which Sir Frank Noyce alluded will be adopted, and that in future years we shall have a special Committee of the Conference to deal with this point."

Mr. Harold Butler then spoke of his coming visit to Japan, China and India. He also recalled the work done by the Office on the migration question, the social problems of agriculture, etc. He referred to a certain number of other points raised by various speakers: the constitutional difficulties of some Federal States in ratifying and applying Conventions, criticisms of Conference procedure, enquiries to be undertaken by the International Labour Office, distribution of publications, etc. He concluded with the following words:

> "I am afraid I have abused the patience of the Conference far too long, but I feel some excuse for doing so in the fact that this debate is perhaps the most interesting and the most important which we have had for many years. It is an indication, as I said at the beginning, of the evident vitality of the Organisation, and I feel that we shall unveil the monument to Albert Thomas next Sunday in circumstances which will make it a tribute worthy of his memory. If he were still among us, he would certainly rejoice to see this, the largest Session of the Conference in our history—he would certainly rejoice to know that the work of the Office is growing rather than diminishing, that the Organisation is extending in scope and power, and that it is becoming more truly world-wide in its outlook and its influence. Above all, he would rejoice to think it has emerged from a depression which threatened the foundations of social justice strengthened by the teachings of adversity, to pursue its path with firmer and more conscious purpose. In the troubled world of to-day that is no small thing, and in the future may perhaps seem a matter of far greater moment than we with our gaze confined to the present are capable of seeing or forecasting."

In his closing speech, the President, Mr. Sean Lemass, struck the same optimistic note as regards the future of the International Labour Organisation.

> "Every Government has felt the internal strain of recent years and has taken appropriate steps within its own borders to overcome its difficulties. The outlook of most Governments has been materially altered, and each country has found that it has become more and more a duty to take every possible step, in accordance with its own national circumstances, to ease the pressure of adverse economic conditions.
>
> "It is, I think, a very hopeful sign that few of us who have to carry public responsibility in these matters feel that it is sufficient to act within our own borders, and so we have come here to take common counsel with our colleagues from all over the world as to how best the standards of living of our peoples can be maintained and improved. The existence in the International Labour Organisation of machinery so aptly designed for the purpose is an asset of great value, and it is because of this that I venture to forecast an increasingly useful future for the Organisation."

Mr. Armstrong, Government Vice-President, after having expressed his pleasure that the Convention for the 40-hour week in the textile industry had been voted, regretted the failure of the Draft Conventions for the chemical industry and the printing trades. He added:

> "I have devoted my life to the working class movement, in an endeavour to improve the conditions of life of the workers of my part of the world, and to make their outlook on life brighter. I, along with the workers' representatives here, am somewhat disappointed that these two Conventions were not carried. But I want to say to my fellow workers, do not be downhearted about that. The vote that was registered in favour of these two Conventions is a remarkable achievement, considering the nature of the Conference in which we are taking part. Putting the whole three Conventions together, we send out from this Conference an inspiration to the world, and the result of the voting on each of these Conventions will give a ray of hope to tens of millions of overworked people in the industries concerned from one end of the world to the other. Why, if we only brought the Delegates together for that purpose, the very fact of bringing them together must work wonders."

Mr. Goldie, Employers' Vice-President, stated:

> "Some think we have gone too far and others that we have not gone far enough, but I always feel that, through the maze and turns and twists of Conference proceedings, there is a general advance.
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> "We are living in a very disordered world—a world in which the rapid means of communication make every part of it aware of the troubles of every other part, all of which makes it harder for each part of the world to live its own life.
>
> "We are about to separate, and we go to our various homes with a respect for both those who differed from us and those with whom we agreed."

Finally, Mr. Krekitch, Workers' Vice-President, while expressing the disappointment of his fellow workers at the failure of the Conventions for the 40-hour week in the chemical industry and the printing trades, wished to reaffirm the "real affection" which the working world felt for the International Labour Organisation. "We can say of the Twenty-third Session of the Conference," he declared in conclusion, "that, although we are not entirely satisfied with its results, it has helped to build up international labour legislation. Let us hope that this new material will prove durable and that we can continue to build the edifice of social justice on this foundation."

THE EIGHTIETH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Eightieth Session at Geneva on 31 May and 1 June, with Mr. Nečas, Minister for Labour and Social Welfare in Czechoslovakia, in the chair. A decision was taken to convene a *Technical Tripartite Meeting of the coal industry* towards the end of April, 1938, on the same lines as the Conference held last April in Washington for the textile industry.

This Meeting will be composed of representatives and experts of Governments, employers and workers of all countries, both European and extra-European, in which coal production is an important element in the national economy. It will study all aspects of this industry which may have a direct or indirect influence on social conditions. The International Labour Office will draw up for this purpose a preparatory report on the geographical distribution of the coal industry, the technical and geological conditions which influence output and commercial yield, the effect of technical improvements, the present position of the coal market, the effect of the increased use of other sources of power (water-power, etc.) and the development of new uses of coal, employment and unemployment, wages and earnings, including payments in kind, social charges, holidays with pay, etc., and hours of work.

For the compilation of this Report the International Labour Office will get into touch with the Economic Organisation of the League of Nations, which has been studying the coal question from the economic standpoint for many years past. This Organisation will also be invited to send representatives to the Technical Tripartite Meeting.

The Governing Body then considered the Report of the Director of the International Labour Office on the work of the International Labour Organisation. Mr. Harold Butler took this opportunity of mentioning the valuable work done at the second Regional Conference of Representatives of Labour Inspection Services, held in Vienna in May. He expressed his gratitude to the Austrian Government, which had done so much to make the meeting a success.

The Director announced his intention of visiting Japan during the coming autumn. He had received warm invitations from the National Federation of Industrial Associations of Japan and from the Japanese Federation of Trade Unions, and the Japanese Government had stated how pleased it would be to offer him every assistance during his stay in the country. Mr. Butler said that he had also accepted invitations from the Indian and the Chinese Governments to visit these two countries in the course of his journey.

M. Justin Godart declared that as soon as the French Government heard of the Director's proposed voyage, it would certainly invite him to break his journey in French India and in Indo-China.

The Governing Body decided to accept the cordial invitation of the Czechoslovak Government and to hold its Eighty-first Session in Prague on 7 October of this year.

THE PREVENTION OF INDUSTRIAL ACCIDENTS

The Correspondence Committee on Accident Prevention sat from 28 to 30 June at the International Labour Office, with M. Tzaut (Lucerne) in the chair.

This Committee is composed of experts from countries in all parts of the world who give the International Labour Office the assistance of their technical knowledge in the task of framing the best provisions to be taken to diminish the risk of accidents to working people. It was, for example, this Committee that drew up the safety provisions for workers in building construction which served as a basis for the important international regulations which the Twenty-third Session of the International Labour Conference adopted on this subject in the form of a Draft Convention and Recommendations.

At the present meeting the experts discussed particularly what measures could be taken to avoid accidents in the use of ladders and stepladders and in the handling of corrosive liquids and to protect the hands and feet of workers in metal works and foundries. A proposal for the use of protective screens was also discussed.

Besides the chairman, Mr. Tzaut, there were present at this meeting Mr. J. Caen (Paris), Mr. E. van de Weyer (Brussels), Mr. Yvon Verwilst (Brussels), Mr. Max Helfenstein (Lucerne), Mr. H. J. Scholte (The Hague), Mr. V. Hendrych (Vienna), Mr. Cyril Ainsworth (New York), Mr. Swen Kjaer (Washington), Mr. R. B. Morley (Toronto), Mr. G. Stevenson Taylor (London), Mr. Henry Grant Winbolt (London), Mr. Erik V. Gabrielson (Stockholm), Mr. Kitaoka (Japan), Mr. Ludwig Pfisterer (Budapest), Mr. Andrzej Mazurkiewicz (Warsaw).

Mr. Ch. Tzaut (Geneva) also took part in the meeting as representative (employers') of the Governing Body of the International Labour Office.

UNVEILING OF THE MONUMENT TO ALBERT THOMAS

By a moving coincidence, it was possible to unveil the monument to Albert Thomas during the Twenty-third Session of the International Labour Conference—the largest that has yet been held. The ceremony began at 11 a.m. on Sunday, 20 June, before the gates of the International Labour Office in Geneva ; attended by delegates of fifty-three countries situated in every part of the world, the tribute it paid was truly universal.

The monument, erected by public subscription, stands high on a massive pedestal at one end of the new avenue joining the Office to the Palace of the League of Nations ; its theme is the greatness of labour and the ideal of working-class unity to which Albert Thomas devoted his powers and gave his life. The sculptor has created both a fine symbol and a work of decorative art in full keeping with the site.

The square base of the pedestal bears four bas-reliefs. In the principal panel looking towards the Office, the master stands face to face with his creation. He is seen at the speaker's platform, leaning forward, his right hand raised in the persuasive gesture which was characteristic of him—the embodiment of eloquence and intellectual effort. The other three panels depict farm workers bowed to the soil, miners drawing wealth from the bowels of the earth, and the toilers of the sea.

Between the reliefs and the upper part of the memorial, a narrower space is left on which some of Albert Thomas' most striking words are reproduced.

Above, stand four great figures, each representing an occupation and a race : they personify labour, the international force by which men live and are united ; and they symbolise the universal character of the International Labour Organisation with which Albert Thomas was so constantly concerned. Side by side we see the European industrial worker, leaning on the tongs with which he draws from the furnace the metal he is to shape ; the African, with the hoe that serves to clear the land for farming ; the Asiatic, represented by a Chinese coolie ; and the trapper of America.

The monument, made throughout of Burgundy granite, is the work of Paul Landowski.

A number of speeches were delivered during the ceremony. Mr. Ernest **Mahaim** spoke first in the name of the Society of Friends of Albert Thomas, which had suggested the commemoration and of which he is the President. Referring to the decisive part played by the first Director of the Office in the establishment of the International Labour Organisation, Mr. Mahaim pointed out that Albert Thomas had not taken part in the drafting of Part XIII of the Peace Treaty, which he was called upon to execute. Thus he was confronted with a strange text which had to be brought to life, with a spirit which had to be embodied in flesh and blood.

> " This was, perhaps, the greatest effort which his genius was called upon to make. He had to foresee the future, frame a first plan of administrative organisation, draw up a budget, collect the indispensable staff, get in touch with many important personalities hitherto unknown to him ; all this in difficult circumstances, both from the material and from the human point of view. In his fine book, recently published, Mr. Phelan has shown how, by the sovereign intelligence, immense work and inexhaustible energy of Albert Thomas, these difficulties were overcome.
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> " The Governing Body witnessed the passionate efforts of a constructive imagination tackling practical, legal, and political problems boldly, directly, frankly, and yet prudently.
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> " Having established the competence of the Office, Albert Thomas devoted himself to the ratification of international labour Conventions. He undertook an endless series of personal approaches to Governments—a tireless pilgrim to the shrine of social justice. Travelling all over the world, interviewing Heads of States, Ministers, and employers' and workers' leaders, he set himself to clear up misunderstanding and suspicion, seconded men of goodwill, and awakened interest and action.
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> " Thus the politician became also a diplomat of the highest order, serving the International Labour Organisation with all the authority he could command.
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> " He was not content with what may be called administrative duties. To them he added an enormous, an impressive amount of scientific work, assumed responsibility for a large number of publications on social science—special studies and enquiries, periodicals and reviews on all subjects relating to working conditions throughout the world. This work of his is an imperishable monument, one that will give the International Labour Office lasting fame.
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> " Then there was his annual work for the International Labour Conference : first, the Directors' Report, a synthesis of facts and ideas interesting the Office and bearing on its mission in the world. This was followed by his majestic speech in reply to the fifty odd orators who had discussed the Report : in these models of rhetoric the hearer was at a loss which to admire most—the harmonious order, the speaker's style, or the warmth of his persuasive eloquence."

Mr. Mahaim then pointed to the results of Albert Thomas' extraordinary efforts : the International Labour Organisation spreading light through the world, the working class growing in power and influence, the steady and unceasing march of social justice.

Finally, in the name of the Society of Friends of Albert Thomas and of the thousands of subscribers from all over the world, he entrusted the monument to the authorities of Geneva.

Speaking in the name of the Republic and Canton of Geneva, Mr. Adrien **Lachenal**, President of the Council of State, said how proud his compatriots were to receive the monument and assume its care. Albert Thomas' memory was strong and lasting ; it was right to fix such a memory in enduring stone.

> " It is right, too, that such a commanding symbol of his life's work should be erected here ; yet not only here, but everywhere—at the humblest hearth, in the most brilliant realms of thought, in the minds of all who devote themselves to social problems—he will be present even in death. . . .
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> " . . . He understood fully that industrial and economic progress, linked up as it is with spiritual progress in the modern world, cannot be achieved by unilateral action.
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> " . . . Albert Thomas deserves credit for having framed a new method, for having forged that admirable instrument—the International Labour Office. It may well be said that without his extraordinary gift of persuasion and without the volcanic sympathy which lay beneath his every thought and action, that power of his to magnetise goodwill in others and that tireless pursuit of his ideal would perhaps have failed to materialise in so profoundly significant a form as—it is universally

recognised—the institution he built up represents. This institution, instead of becoming a cumbrous administrative machine, is now a living centre of intelligent social action.

" . . . Albert Thomas was profoundly convinced that the solution of the labour problem is one of the conditions, perhaps the most imperious, on which the maintenance of world order depends; and this man, with his elemental strength, yet with the simplicity of a being whose every thought is noble, will remain in our minds as the author of a prodigious achievement, the creator of an institution which benefits the furthest corners of the world."

Next, Mr. **Chardin**, Mayor of Champigny-sur-Marne, paid to Albert Thomas' memory the grateful tribute of his native town.

" Champigny gave him to you, and gave him, through the International Labour Office, to the whole working class. Now he is back in Champigny, sleeping his last glorious sleep in the care of his fellow citizens, their children and their children's children. You who, for five years past, have come on a certain day to stand in silence by his grave, you will believe me when I say that no watch was ever surer than that which we shall keep, and no friend ever held in prouder or more reverent memory."

Mr. Nečas, Chairman of the Governing Body of the International Labour Office, recalled Albert Thomas' view of the justice on which the Organisation's social work should be based.

" You all know what a daring conception of the International Labour Organisation he entertained. It was not to be a mere international, inter-state office for the purpose of preventing social dumping and thus securing fair competition between different countries; no, he desired with all his heart that the International Labour Office should be a living instrument or, to use his own words, an organ of social justice. In recent years the expression ' social justice ' has unhappily become a trite and empty catchword. Since nowadays those men and movements most strongly opposed to social progress make an ever-increasing use of the expression, often for the purpose of concealing the greatest social injustice, it is our duty to rehabilitate the phrase, which Albert Thomas' life-work has made sacred. Let us therefore give a solemn undertaking, before the doors of the I.L.O. and beside this monument to its first director, that we shall aid with all our might in such a rehabilitation.

" Though devotedly engaged in the most exigent duties, Albert Thomas remained the recognised friend and protector of the working class. Here at Geneva I should add that he was also the faithful friend of small nations and oppressed peoples. None understood their sufferings better than he, and he felt himself responsible for all the evil which, in a world full of injustice, his failure to act might have made possible. The small nations will always be deeply grateful to him for so ardently proclaiming and championing the right of national self-determination."

Mr. **Oersted**, employers' Vice-Chairman of the Governing Body, paid a tribute to Albert Thomas' memory from employers throughout the world.

" He was a great man; we shall not forget him. . . .

" No doubt Albert Thomas and the employers were not always in agreement. Indeed, from time to time we had lively and sometimes heated discussions with him, but they never affected our personal relations. He understood that the employers—whether members of the Governing Body of the International Labour Office or delegates and advisers at the Conference—were not opposed to social progress and the improvement of the workers' lot. Let me repeat once more to-day: we have collaborated fairly and sincerely with the other two groups forming with us the tripartite organisation to which Albert Thomas gave so much of its vitality. We are, it is true, opposed to a rate of advance which we consider too rapid and consequently dangerous; but we have repeatedly shown our desire to achieve material, beneficial results, as witness the many Conventions adopted by the Conference, if not unanimously, at least with almost all the employers' votes as well as those of the Governments and workers.

" Our actions were often inspired by Albert Thomas' ideal: how frequently he succeeded in bringing us all a step nearer to its achievement—social justice as a basis for political peace."

Speaking in the name of the workers' group of the Governing Body, Mr. **Jouhaux** recalled how Albert Thomas had brought to life those clauses of the Treaties of Peace which proclaimed the need for social justice.

" The future of an organisation not yet established depended on him. It might have been negligible, a group of offices stagnating in some peaceful corner. He made it what it is to-day. . .

" . . . Let me, the friend and comrade-in-arms of Albert Thomas long before the International Labour Organisation was set up, speak of him at first hand. His interest in industrial problems and social questions was anything but superficial. The subjects with which we have to deal here held his passionate attention as a young university lecturer to whom a brilliant academic career lay open, as a journalist whose talent had made its mark, and as a Member of Parliament for whom no ambition was too bold. But he never ceased to be Albert Thomas the trade unionist, who took his membership card with him wherever he went and was proud to boast that it dated from the earliest days of his union.

" But do not think only of what he did; think also of all that he foreshadowed; of all the aids to international co-operation, imagined by his fertile intelligence, which are beginning to win fresh recognition to-day and which may yet save the world from a fresh catastrophe. He desired that men should conduct and organise peace with the same power and the same determination as those with which they have hitherto made war; and to bring that about is our sovereign duty.

" Workers throughout the world felt the death of Albert Thomas as a personal bereavement. The workers of France had the bitter privilege of losing in him more than a protector; they lost a friend and a brother, who died at his post, a gallant victim of duty and of the struggle for justice, peace and progress.

" But the workers of France and of other countries alike will remember what Albert Thomas was to them, what he did for them—and for those who come after. Each new generation, for whom we wish a happier lot than our own, will learn what they owe to him and what an example he was for all mankind."

Speaking for the whole staff of the International Labour Office, Mr. Harold **Butler** showed Albert Thomas as a great Frenchman who had become, in the most complete sense of the words, the servant of mankind.

" He regarded himself as the servitor of those who live by the sweat of their brow, whether they toil in factories or plough the fields or go down to the sea in ships. To him they made the same appeal whichever of the five continents or of the seven seas was the scene of their labour. He could and would never admit that any narrow or national interest should thwart the attainment of the universal goal for which the Office was founded. Whether he journeyed east or west, north or south, on his pilgrimage on behalf of the great cause of social justice, never for one moment did he allow the ideal which was set before the Office and which had become the inspiration of his whole existence to become besmirched by any petty prompting of self-interest or clouded by any parochial consideration. . . .

" Albert Thomas was a crusader at heart, undaunted by disappointment, undismayed by opposition, armed by his own faith against ignorance and incomprehension. Starting with an ardent desire to improve the lot of the workers of his own country, it was a natural transition for him to enlarge his mission when he was appointed Director to embrace the workers of the whole world. His generous instincts and the whole trend of his political life prepared him for that transition. No other man could have accomplished it so easily and so completely. He was the ideal choice as the first Director of the Office. In twelve years he founded a great tradition. When he died, not only the staff, but the Organisation as a whole had been imbued with his spirit. It is for that reason that it has continued to expand and flourish, even though deprived of the impetus of his burning faith and tireless energy. . . .

" For those who are still in the battle, it is fitting to preserve the memory of those who have played a great and worthy part. Their example is a source of strength and encouragement, most of all at moments when many are assailed by doubts and fears. Among those great pioneers Albert Thomas has taken a high and honourable place. As the ideal for which he fought gradually makes its way in the world, as it most surely will, men will look back on him with veneration as one who first led them towards the light and will feel that we have done well to set his monument in this place."

Mr. **Avenol**, Secretary-General of the League of Nations, described Albert Thomas as one of the greatest servants of the League.

" As soon as he became Director, he formed a magnificent conception of what the International Labour Organisation might be. The texts which brought it into theoretical existence had already been adopted; but Albert Thomas gave it an effective and abundant life.

" . . . To-day, around this monument, over 400 members of the International Labour Conference bear witness, by their very presence, to the prodigious vitality of their institution. Through its Governmental, employers' and workers' delegations it drives its roots into the very heart of popular opinion.

" Albert Thomas brilliantly understood that the tripartite structure of the Organisation entitled and indeed obliged the Director to keep in equally close touch with the three groups represented, on an equal footing, in the Governing Body and at the Conference.

" Tirelessly he went from country to country, spinning a strong web of relations not only with civil services but with the leaders of employers' and workers' organisations, and was equally well received by all; for just as his spirit was filled by his mission for social justice, so his warm-hearted charm and the clear light of his reason made him heartily welcome wherever he went.

" And so, on his many voyages, he was indeed the pilgrim of peace, the 'traveller' of the League of Nations. He knew that just as social justice is the condition of peace, so the maintenance of peace is essential to the work of the International Labour Organisation; and that the League of Nations has become the sole embodiment of peace.

" . . . By devoting his statesman-like gifts, the wealth of his powerful personality, his very life, to one ideal—the achievement of peace and social justice—Albert Thomas served the League of Nations well."

Mr. Léon Blum, the French Prime Minister, was to have represented his Government at the ceremony, but Parliamentary duties prevented him at the last moment from attending; Mr. Paul **Faure**, Minister without portfolio, accordingly took the Prime Minister's place and spoke in the name of the country which, he said, is honoured to count Albert Thomas among its most justly famous sons.

" Someone whose voice has far more authority than my own was to have addressed you here to-day, before this monument to a dear and glorious memory. You will, I know, forgive Léon Blum for his absence; he has asked me, at the last moment, to tell you how bitterly he regrets it, how he would have wished to stand side by side with you, representatives of millions of men and women of every race and nationality, to voice the unanimous admiration and gratitude of the Government and people of France for the friend we have lost.

" . . . It was with Léon Blum that Albert Thomas passed his last evening, had his last political talk. Blum would have told you, better than I can, what French and international political life owes to such an incomparable moving spirit, the possessor of such an unrivalled gift to inspire; and future history will allot to Albert Thomas the place he merits in the political and social evolution of the twentieth century.

"A born organiser, Albert Thomas proved his worth in France at a time when our mining districts were invaded, our factories closed and our skilled workers at the Front, when there was a shortage of coal, steel and machinery; it was then that he created a powerful industry capable not only of meeting the needs of a country at war but even of supplying some of its Allies with the arms and munitions which they could not produce themselves.

"But it was at the International Labour Office that the personality of Albert Thomas was to find its fullest expression. . . . Appointed Director of the Office, he set to work without delay. With an intense interest in his task and a great capacity for work, realist and idealist at once, he did not wait until the Labour Organisation had been placed in its present setting. 'The strength of the Organisation,' he would say, 'is not to be measured in wood, stone and steel; its strength lies above all in the hearts of men.' His creative work soon found a soul and a doctrine for the International Labour Office, to which he was henceforward to devote the gifts of a rich and lucid mind and a power of work which filled those about him with mingled admiration and anxiety.

"What was the problem before him? It was that of organising and protecting labour, no longer treating it as merchandise but regarding it as an activity of human beings. President Wilson's moving words were still ringing in the ears of a startled world: 'We can no longer allow the great army of women, children and working men, whose shoulders bear the heavy burden of universal production, to lie down at night exhausted and rise up in the morning without hope.'

"Albert Thomas had to co-ordinate the work already going forward, to obtain new laws and make them universal, so that their results might be permanent and fruitful. A doctrine thus arose which he initiated and spread abroad: that international labour legislation was only possible with economic prosperity and sound finance, which in their turn could only take root in a peaceful Europe and a peaceful world; hence the need for worldwide solidarity in every field—disarmament, organisation of peace, fair distribution of raw materials, monetary agreements. The scales had indeed fallen from his eyes: he saw the problem of humanity, to be solved only if habit, egoism, prejudice were overcome. All this was new, bold and generous; Albert Thomas had a vision of science coinciding with justice, and of disorder and weakness giving way to harmony and fertility.

"The old theories and dogmas hitherto in force were, he felt, dead branches in a living forest. The modern State could no longer keep itself within the narrow limits of frontiers guarded by customs officers and soldiers. That was, to our brilliant friend, amply proved by theory and by events.

"Man, he realised, must understand his age. The battle between free trade and protection, between liberalism and autarky, had left the nations exhausted, their progress towards civilisation was paralysed and insecure; and as Jaurès had said, nations marching towards the future cannot cut themselves off from the rest of mankind.

"Armed with this doctrine, which he had forged not in a laboratory or on a Conference platform but among the realities of individual and collective life, Albert Thomas worked and meditated at Geneva, and brought together in his thought and work an admirable body of comrades and helpers who became his disciples.

"Then he started on a series of dashes across the fifty-four States belonging to the International Labour Organisation, inducing them all, in his own words, to 'speak something like the same language when discussing social affairs.'

"His spectacles and his big portfolio were to be seen all over the world, his 'spectacles to see better, his portfolio to bring back some new draft for social legislation, marking a step, however small, towards a fair and peaceful organisation of the world.' The 'Wandering Jew of social policy' was what he called himself.

"He made himself heard in every capital and, after seeking to convince the authorities, he addressed the peoples—employers, workers, and the general public. He spoke in Warsaw, Riga, Montevideo, Athens, Berlin, Rome, London, Moscow, China, Japan and India, and in his little native town of Champigny, a peaceful retreat to which he returned now and then to share the life of his own people and his oldest friends.

"When he was criticised, against all justice, for the 'over-European' character of the Office, he could point to Conventions providing for the abolition of night work in Japan and India, and to the action taken in colonial countries regarding industrial accidents and the protection of women and children.

"Others accused him of chasing a will-o'-the wisp agreement between employers and workers, such as we have been seeking for the last year in France. 'I do not mean,' he would reply, 'collaboration in that unreal industrial peace which the workers have denounced in the past and which, I think, is based on abandonment by each party of the springs of its own effort and its own responsibility. No. I mean collaboration between men who, facing the disorder and unbalanced state of things around them to-day, facing the unparalleled crises which the world has experienced in recent years, feel in the depths of themselves that they are all human beings fighting for the race against the cruelty of nature.'

"Albert Thomas' international faith did not weaken his patriotism. A son of the French people, he loved France; but there are many ways of loving one's country. He wished to see his own leading the nations in peace and social progress, scientific triumphs and human advancement: not to see her eternally booted and spurred brandishing the sword of force against other fatherlands, other centres of civilisation.

"Therefore he became the devoted servant of peace, and nothing could affect the fire and constancy of his faith in that ideal."

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Note.—All the above publications are published in English and French. In addition those marked * are published in German. *Studies and Reports* (see under 13) are published in English and French and occasionally in German.

All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any periodical publication will be sent free on demand. Address: INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland, or the following:

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FERNAND MAURETTE †

We regret to record the death, which occurred in Geneva on 1 August 1937, of Mr. Fernand Maurette, Director of the Paris Branch Office of the International Labour Office, and a former Assistant Director of the I.L.O. itself. Mr. Maurette was 58 years of age.

Fernand Maurette was a Fellow of the University of France, a former student of the Normal Training College, a member of the Secretariat of that College, and a member of the Higher Advisory Committee on Commerce and Industry under the French Ministry of Commerce. He specialised at an early date in the teaching of economic geography, which he taught for nearly twenty years in various higher educational establishments in France, including the Normal Training College and the Paris Institute of Higher Commercial Studies.

During this period of his life he published some thirty books and many articles on economic geography and political economy. He also trained a number of candidates for university and diplomatic careers. In 1924 he obtained the Peace Prize for France in the contest established by the United States philanthropist, Edward Filene.

Some weeks before this success, the late Albert Thomas had offered to Fernand Maurette the post of Chief of the Research Division in the International Labour Office, which he held from October, 1924, to October, 1933. From October, 1933, to April 1st, 1937, he held one of the posts of Assistant Director in the International Labour Office. Finally, in April, 1937, he was asked to take over the control of the Paris Branch Office.

From his arrival in Geneva, Fernand Maurette co-operated in the preparation of all the scientific publications of the International Labour Office. He was also entrusted by the Office with a number of scientific missions, especially in Japan and South America. Quite recently the Office published over his signature a report on the social aspects of present and future economic development in Brazil, which attracted much attention.

Fernand Maurette represented the International Labour Office on the International Committee on Intellectual Co-operation, and in most of the economic organisations of the League of Nations.

The death of Fernand Maurette will be deeply felt wherever his activities were carried on, and particularly in Geneva and Paris.

Mr. Harold Butler, Director of the International Labour Office, writes in the *Industrial and Labour Information :*

> " The sudden and untimely death of Fernand Maurette has robbed the Office of one of its most devoted and distinguished servants. To those of us who knew him well it is hard to realise that we have been deprived of his brilliant talents, when he was still at the height of his powers. Only four months ago he relinquished his post of Assistant Director after a period of twelve years' service in Geneva. During that time he had shaped the research work of the Office in such a way as must leave his impression upon it for many years to come. His constructive and critical intellect was never satisfied with anything less than the highest standards, but he combined its exercise with a sympathy and kindliness which were a source of constant stimulus and encouragement to his staff. He had the rare faculty of so imparting criticism as to engender no trace of resentment, and in all their difficulties, whether personal or professional, those who worked under him felt that they could always look to him for wise and understanding counsel. To his great intellectual gifts he added a knowledge of human nature and a penetration of the problems of others, which won him the respect and affection of everyone with whom he came into contact. Whether as a chief or as a colleague, he exhibited an unfailing patience and an unruffled demeanour in all circumstances, which concealed from some people the real enthusiasm which inspired his work.
>
> " He had just taken up a new task as Director of the Paris Office with immense energy and was full of projects for extending its activities and enhancing its influence. His wide culture, his perfect lucidity of exposition, his quick mastery of every subject which he touched, made his success unquestionable. No one could have been more fully equipped to interpret the intricacies of French social and economic life or to explain its relationship to the stream of international development. In him the Office has lost a true disciple of Albert Thomas, with whom his name will always be associated as that of another eminent

Frenchman, who gave the best years of his life to founding the new international order. To those who had the privilege of knowing him, the loss of a friend so lovable and so gifted leaves a gap which time cannot repair."

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

During the last three months 16 new ratifications of International Labour Conventions have been officially registered.

Austria and *Estonia* have ratified the 1935 Convention prohibiting the employment of women on underground work.

Belgium has ratified the 1928 Convention concerning minimum wage fixing machinery; the Convention prohibiting the employment of women during the night, revised in 1934; the 1934 Convention concerning the reduction of hours of work in sheet-glass works and the 1935 Convention prohibiting the employment of women on underground work.

Hungary and *Spain* have ratified the 1935 Convention concerning the maintenance of migrants' pension rights.

France has ratified the 1930 Convention concerning the prohibition of forced or compulsory labour.

The *Irish Free State* has ratified the 1934 Convention concerning unemployment provision and the 1935 Convention concerning the reduction of hours of work in bottle-glass works.

Norway has ratified the 1919 Convention concerning the minimum age for admission to industrial employment; the 1921 Convention concerning the weekly rest in industry; the 1936 Convention concerning the recruiting of indigenous workers; the 1936 Convention concerning the minimum professional capacity of captains and officers in the mercantile marine, and the Convention concerning the minimum age for admission to employment at sea, revised in 1936.

On 31 August the number of ratifications of International Labour Conventions officially registered was 760.

THE I.L.O. YEAR-BOOK 1936–37 AND THE YEAR-BOOK OF LABOUR STATISTICS

The International Labour Office recently published under the title *I.L.O. Year-Book* 1936–37, a new edition of the Year-book which it has issued regularly for the last seven years with all the available information concerning social legislation and the conditions of life of workers throughout the whole world.

This volume summarises in the first place the work of the International Labour Organisation itself during the past year: its composition, relations with States, sessions of the International Labour Conference, relations with occupational organisations of employers and workers, relations with important private associations, with the churches, etc.

It goes on to deal successively with economic developments, conditions of work, social insurance, remuneration of labour, unemployment, employment and migration, the workers' living conditions, the workers' general rights and the special problems of certain categories of workers.

It also contains a list of the titles, headquarters, membership, etc., of the international trade union federations, the international trade secretariats, and the national federations of trade unions.

A table of ratifications of International Labour Conventions and an index complete the volume.

The statistical tables which were formerly included in the *I.L.O. Year-Book* had become so numerous and so detailed that it was found necessary last year to publish them as a separate volume. This year the volume in question, entitled *Year-Book of Labour Statistics*, is particularly important. It contains more than 200 pages of statistics of population, employment and unemployment, hours of work, wages, the cost of living, retail prices, workers' family budgets, migration, industrial relations, etc., which make it a unique work of reference on social questions.

Rarely has such a collection of up-to-date information been available for administrative bodies, public services, private institutions, occupational groups, etc., which are obliged to keep abreast of the development of labour problems throughout the world.

ECONOMIC DEVELOPMENTS

The *I.L.O. Year-Book*, 1936–37, which has just been published by the I.L.O. brings out the dangers inherent in the present economic situation in spite of the undoubted improvement that has taken place.

It is true the index figures for production have risen everywhere both quantitatively and from the point of view of profitability. Countries which as late as 1935 were still in the trough of the depression have finally succeeded in emerging, at least to some extent, into a phase of increasing activity.

> "General indices of production are, however, scarcely an adequate criterion of prosperity. In the first place, the phenomenon of chronic mass unemployment has not completely disappeared. Not only is the volume of total unemployment some 25–50 per cent. above the 1929 level, but in certain countries there are clearly defined groups which have remained untouched by the general improvement. The fact that the quantum of international trade remained some 15 per cent. below the 1929 level furnishes a partial explanation of this failure. Certain of the recovery features, moreover, are double-edged. The rapid rise in the prices of raw materials, whilst contributing to the prosperity of the main producing countries, is already threatening manufacturing countries with an unwelcome rise in industrial costs and holds out the possibility of a dangerous reaction at a later stage. Furthermore, the favourable picture of recovery as a whole is modified to no small extent by the fact that national economies have, in varying degree, come to be dependent on policies of hurried rearmament. This dependence, it is true, is of decisive importance in but

> two or three countries: elsewhere the influence of rearmament is less dominating. But the fact remains that expansion is unhealthy to the extent that it is based on the special demand created by abnormal defence measures."

Analysing the graphs of the rise in prices, the International Labour Office points out that the prices of foodstuffs are still far below the 1929 figures, whereas those of industrial raw materials have to some extent returned to their former level.

> " The prices of the non-ferrous metals and of rubber have indeed risen even more sharply during the first quarter of 1937. In general the tendency to reduce the gap between industrial and agrarian prices already noted in 1935 continued during 1936."

With regard to international trade the *Year-Book* makes the following comments:

> " Improvement over 1935 is to be seen in Japan, the United States and Canada, although in Japan the rate of increase in the value of exports fell off during the greater part of the year, due to some extent, perhaps, to the trade war with Australia, which terminated only at the very end of the year. Both in Germany and France the value of international trade in national currency remains exceedingly low; the improvement in the French position at the end of the year—and similarly in that of the Netherlands and Switzerland—is, of course, mainly the statistical reflection of the devaluation, although the volume of these countries' external trade at this period also showed a slight increase over the same period of 1935."

The *Year-Book* emphasises the influence of monetary measures in the economic field and the importance of the agreement between France, Great Britain and America announced in the statement issued on 26 September, 1936. It adds, however:

> " The possibility of a world system of managed exchanges, working with the smoothness of the gold standard but avoiding that standard's drastic effects upon international credit and prices, is, perhaps, still remote. The general readjustment of tariffs and quotas referred to in the declaration has not been realised; neither are the implications of a stable sterling-franc-dollar exchange for such matters as national bank rate policy clearly formulated. But the care taken by the Governments concerned to avoid any possibility of a new currency war, to say nothing of the psychological relief that an intolerable situation had been ended without the dreaded domestic panic, was a welcome sign in an increasingly competitive and nervous world."

THE SOCIAL IMPLICATIONS OF ECONOMIC RECOVERY

In an analysis of the social effects of economic developments during 1936–37 the International Labour Office, in the recently published *I.L.O. Year-Book*, notes that the most striking and immediate effect of these developments is " the fact that more goods are being produced, better prices are being paid and more men and women are at work than was the case a year ago. While no inclusive social index can be cited it is probably true to say that social well-being reached a higher level in 1936 than in any of the five preceding years." The Office adds:

> " But these immediate consequences of a resumption of business activity are by no means the only socially significant features of economic evolution during the past year. That recovery in various countries has been found to coincide with a change from a policy of active or passive deflation to a policy of monetary management and the application of some form of expansionist technique is one of the most suggestive social-economic developments of recent times. It is a fact of vital interest both to employers and to workers. It has shown the employer that the State and the banking system together can take measures to increase, decrease or maintain the total volume of effective demand; and that when goods in general throughout the world cannot find markets at remunerative prices, the situation is not entirely one beyond human control. It has shown the worker that the total volume of employment depends to a great extent on the monetary and financial policy followed. This does not mean that the difficulties of particular industries and of particular areas can invariably be dealt with by monetary measures. Nor does it mean that every country is master of its own economic destiny. But the lessons of the period 1929–36 give good reason to believe that suitable monetary and financial management in the various countries, provided it is internationally co-ordinated, can help to prevent depressions of the depth, severity, and duration of that through which the world has just passed."

The Office goes on to show that the achievement of international economic co-operation touches on the problem of social welfare at three main points:

> " Until some international monetary agreement has been reached, laying down the broad principles on which the major countries propose in future to base their policy, no country can rely upon effective demand from abroad being maintained, however expertly it succeeds in adjusting the demand coming from its own people; and so long as this situation endures, employment rests upon an unstable foundation. Until trade between countries can proceed more freely and with less frequent changes in the regulations and obstacles placed in its way, the standard of living in every country tends to be impaired. Finally, and in some ways most important of all, until long-term capital can once again move to countries lacking the necessary equipment, the great improvement in living standards that may thereby be brought about is inevitably held back.
>
> " In all of these main fields—the technique of monetary and financial adjustment, the co-ordination of State intervention, and international economic co-operation—the means employed are principally economic, but the results that may be attained are of the utmost social importance. The year 1936 is noteworthy in that it has seen some progress in each of these spheres; but in each case, too, what has so far been accomplished

is no more than a beginning. So long as the threat of war and the possibility of recurrent depression darken the horizon, the outlook for social progress remains obscure."

INTERNATIONAL INDICES OF UNEMPLOYMENT, EMPLOYMENT AND ACTUAL HOURS OF WORK

If one represents by 100 the average number of registered unemployed in the world in 1929 (that is, in 16 of the principal industrial countries), the average will be found to have risen to 164 in 1930, 235 in 1931, 291 in 1932, and to have dropped to 277 in 1933, 225 in 1934, 196 in 1935, 151 in 1936. For April 1937, it will be found to have dropped to 113.

These figures, which indicate in a particularly striking manner the effects of the world economic crisis on the possibilities of employment for workers, are the international index numbers of unemployment calculated by the International Labour Office. They appear in the *I.L.O. Year-Book of Labour Statistics*, which has just been published.

Contained also in the *Year-Book* are international index numbers of workers employed in industry, which show that, for each 100 workers in employment in 1929, there were only 92 in 1930, 83 in 1931, and 75 in 1932. But the average rose again to 78 in 1933, 84 in 1934, 88 in 1935, and 93 in 1936. By March, 1937, the average had reached 97.

A table of international index numbers of actual hours of work, also appearing in the *Year-Book*, shows, at the same time, that for 100 hours worked in 1929, only 88 weie worked in 1930, 75 in 1931, and 64 in 1932. In 1933, however, the average rose to 69, in 1934 to 74, in 1935 to 78, and in 1936 to 85.

Another study recently published in the *International Labour Review* brings together these figures with index numbers of industrial production prepared by the League of Nations. The latter figures, based on 1929=100, are: 86 in 1930, 75 in 1931, 63 in 1932, 71 in 1933, 77 in 1934, 85 in 1935, 96 in 1936.

The result discloses that, on the whole, during the recovery period, production increased more rapidly than actual hours of work, thus indicating once again the importance of the social problem created by rationalisation and the substitution of machines for men.

On the basis of the above figures, the I.L.O. has calculated international index numbers of production per worker, which, with 1929 equalling 100, are: 94 in 1930, 90 in 1931, 84 in 1932, 92 in 1933, 91 in 1934, 97 in 1935, and 103 in 1936.

It has also calculated international index numbers of production per hour, which are given as follows: 100 in 1929, 98 in 1930, 100 in 1931, 98 in 1932, 104 in 1933, 104 in 1934, 109 in 1935, and 113 in 1936.

FORTHCOMING MEETINGS

27 September, Geneva: International Conference of Labour Statisticians.

4 October, Geneva: Committee of Statistical Experts.

4 October, Prague: Committee on Periodical Reports on the Application of International Labour Conventions.

5 October, Prague: Committee on Social Charges.

6, 7, 8 and 9 October, Prague: Eighty-first Session of the Governing Body of the International Labour Office.

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THE EIGHTY-FIRST SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

In response to the cordial invitation of the Government of the Czechoslovak Republic, the Governing Body of the International Labour Office held its Eighty-first Session at Prague, from 6 to 9 October, 1937.

The session was a particularly fruitful one, on account not only of the full agenda successfully dealt with but also of the fresh proof that the occasion furnished, through demonstrations and direct contacts between members of the Governing Body and the President of the Republic, the Prime Minister, the members of the Government and the employers' and workers' organisations, of the devotion of Czechoslovakia to the work of the International Labour Organisation.

The session, which began with the election of the Chairman and Vice-Chairman for the year 1937–1938, marked a further step forward in the steady effort of the Office in one of its most important fields of activity, namely, the reduction of hours of work on the basis of the 40-hour week.

In 1935, it will be recalled, the International Labour Conference adopted a draft Convention under which the States ratifying the Convention declare themselves in favour of the principle of the 40-hour week without reduction in the standard of living, and undertake to apply this principle to each industry in accordance with separate Conventions. The principle was applied in 1935 to the glass-bottle industry; in 1936 the Conference adopted a Draft Convention applying it to public works; and in June, 1937, a Draft Convention applying the 40-hour week to the textile industry was also adopted.

These results show the continuity of the effort being made for the international reduction of hours of work, which already affects a considerable proportion of the workers of the world. Nevertheless, the Conference felt that this procedure of application, industry by industry, would require too many years to give satisfactory results to the workers. On the motion of Mr. Jouhaux and Mr. Mertens, it adopted a resolution asking the Governing Body to "consider placing on the agenda of the next session of the Conference the question of the generalisation of the reduction of hours of work in all economic activities not covered by the Conventions already adopted."

After a long and interesting debate, in the course of which the conflicting opinions of members on this question once again found expression, the Governing Body, in its session at Prague, finally decided in favour of giving effect to the Jouhaux-Mertens resolution and placed the question on the agenda of the 1938 Session of the Conference (which was fixed to open on 2 June) for first discussion, according to the usual procedure, the final vote to be taken in the 1939 Session.

A new stage has thus been reached in the movement for the generalisation by international agreement of the 40-hour week.

* * *

A short account of the proceedings of the Eighty-first Session of the Governing Body is given below.

A TRIBUTE TO PRESIDENT MASARYK

At the beginning of the opening meeting Mr. Leggett (Great Britain) in the name of the Government representatives paid homage, "in the capital of the country of which he was father and creator," to the great statesman President Thomas Masaryk, whose death has been deeply mourned in every part of the world. Mr. Oersted, for the employers' group, and Mr. Jouhaux, for the workers' group, associated themselves sincerely with this tribute and the sorrow which had fallen upon the Czechoslovak people.

The retiring Chairman of the Governing Body, Mr. Nečas, Minister of Social Affairs of the Republic of Czechoslovakia, thanked the representatives of the different groups for the sympathy they had shown for his country. Mr. Nečas then cordially welcomed the members of the Governing Body to Prague. He recalled the fruitful activity of the International Labour Organisation during the last year, stressed the present interdependence of economic and social problems, and pointed out the necessity of permitting workers to benefit from technical progress and from the increase in productivity. He added that Czechoslovakia remained profoundly attached to the aims of the International Labour Organisation and would seek to attain those aims in the spirit of full international co-operation.

ELECTION OF OFFICERS OF THE GOVERNING BODY

Before proceeding to the annual election of the Officers of the Governing Body, the representatives of the three groups, as well as Mr. Harold Butler in the name of the International Labour Office, thanked Mr. Nečas for the complete impartiality and entire success with which he had carried out his functions during a year of exceptional activity.

On the motion of the French Government representative, Mr. Justin Godart, seconded by Mr. Oersted for the employers' group and by Mr. Jouhaux for the workers' group, the Governing Body elected Mr. Leggett, Principal Assistant Secretary of the Ministry of Labour of Great Britain and British Government representative on the Governing Body, as Chairman for the year 1937-1938.

The Governing Body then re-elected Mr. Oersted as employers' Vice-Chairman and Mr. Mertens as workers' Vice-Chairman.

The Chairman, after expressing his thanks to the Governing Body, greeted the new members elected by the International Labour Conference last June: Mr. Garcia Oldini, Government representative of Chile; Mr. Paal Berg, Government representative of Norway; Mr. Tzvetkovitch, Minister of Labour and Government representative of Yugoslavia; and also Mr. Hall, employers' representative (New Zealand) and Mr. Hallsworth, workers' representative (Great Britain).

REDUCTION OF HOURS OF WORK

Three sittings were devoted to the discussion of the effect to be given to the resolution adopted by the International Labour Conference at its Session of 1937 in which the Governing Body was requested to " consider placing on the agenda of the next session of the Conference the question of the generalisation of the reduction of hours of work in all economic activities which are not covered by the Conventions already adopted."

Commenting on this resolution, of which he had been part-author, Mr. Mertens, speaking in the name of the workers' group, said that the question of the reduction of hours of work should be placed for first discussion on the agenda of the Conference meeting in June, 1938, and that he had no objection to the final vote being taken only at the 1939 Session.

Mr Oersted, speaking for the large majority of the Employers' Group, indicated that the position of his colleagues had not changed and that they remained opposed to the 40-hour week. In their name he spoke against the placing of the reduction of hours of work on the agenda of any Session of the Conference.

Mr. Justin Godart, representative of the French Government, recalled the position of his Government, which had voted and applied the 40-hour week and which would maintain it. He supported the placing of the question on the agenda of the 1938 Session of the Conference.

Mr. Léon Jouhaux, workers' representative (France), declared that it was necessary to admit that the attempts made to establish Conventions on the 40-hour week industry by industry had largely resulted in failure. If that procedure were continued, fifteen years would not be sufficient to obtain the general application of the measure. That method must be renounced and a practical effort made to achieve final success in 1938-1939. Speaking as French workers' representative—for he did not separate the workers' interests from his country's interest—he gave assurance that the 40-hour week was applied, and rigidly so, in France. It was now the duty of France to press for its international application. Outside France people were often tempted to exaggerate the importance of French internal polemics. It was none the less true that never in the history of social legislation had a country made such rapid progress. France now had the right to know what the other States would finally do. If a modification had some day to be made in the French law, it could only be done if, in the international sphere, it had been clearly shown by a vote that France would remain the only country to have applied the 40-hour week. This was not at present the case. Mr. Jouhaux also stated that he was resolved not to put his country at a disadvantage as compared with others. The International Labour Conference should therefore define its attitude as soon as possible. If the other countries did not follow the French example, then France might consider alternative national measures.

Mr. Oersted, employers' representative (Denmark), said that all workers did not seem to be unanimous in their desire for the general application of the 40-hour week. It was a fact that a certain number of workers' organisations had declared themselves against the 40-hour week. Answering Mr. Jouhaux, who had invited the other countries to follow the French example, he said that that attitude involved certain dangers; and moreover, the results of the French experiment were not perhaps of such a nature as to tempt other States.

Mr. Waline, employers' representative (France), said that he would vote in favour of placing the question of the 40-hour week on the agenda of the next Session of the Conference. Such a vote did not however indicate that the French employers were completely satisfied with the present situation. France had been alone in the action which it had taken. It had a right to know very soon what international action would follow.

Mr. Forbes Watson, employers' representative (Great Britain), said that if the question of the 40-hour week had not made greater progress, it was largely because public opinion in the various countries was not at present in agreement with it, and also because economic necessities were opposed to it. France declared that it was awaiting a reply concerning the action to be taken by other countries. But the International Labour Conference had already replied several times, and negatively, concerning the general application of the 40-hour week.

Mr. Mertens supported the arguments of Mr. Jouhaux, and urged that the question should be placed on the agenda of the 1938 Session of the Conference.

Mr. Hallsworth, workers' representative (Great Britain), said that the 40-hour week was now one of the main preoccupations of the working world. A recent congress of British workers had pressed strongly for that major reform. It was objected that there would be difficulties of application, but they were not insurmountable.

Mr. Dennys, in the name of the British Government, explained the position of his country, which had from the beginning been in favour of a study of the 40-hour week by the Conference industry by industry. Experience had shown, according to his view, that this procedure was advantageous and should be continued. If the progress made until now had not been as rapid and decisive as some would like, it was because of the difficulty of the question and the numerous problems which arose out of such a large reduction in hours of work.

Mr. Phelan, Assistant Director of the International Labour Office, answered the remarks made concerning the preparatory studies undertaken by the Office. He recalled that a single fact dominated the question : the International Labour Conference in 1935 adopted, with the required majority of two-thirds, a Draft Convention laying down the principle of the 40-hour week. The duty of the Office was to defend and pursue the application of the Draft Conventions voted by the Conference. It was of little importance whether the principle adopted in 1935 was carried out by multiple Conventions, industry by industry, or by a single Convention. The essential thing was to follow the method which would ensure success. The Office had no preference as between the methods proposed, and it would not fail to prepare in good time the information on the problem of the 40-hour week necessary to the work of the Conference.

Mr. Justin Godart, for the French Government, and Mr. Lubin, for the Government of the United States of America, submitted the following draft resolution :

> " The Governing Body in discussing the resolution transmitted to it by the Twenty-third Session of the International Labour Conference, which proposes placing on the agenda of the next session of the Conference the question of the generalisation of the reduction of hours of work in all economic activities which are not covered by the Conventions already adopted ;
>
> Decides :
>
> 1. That the question of the generalisation of the reduction of hours of work shall be placed on the agenda of the 1938 Session ;
>
> 2. That the question shall be considered as coming up for first discussion, namely that it shall be followed by a consultation of the Governments the results of which will be submitted to the 1939 Session with a view to the preparation of a Draft Convention ;
>
> 3. That the Director of the International Labour Office shall draw up a grey report which will enable the International Labour Conference to take a decision as regards all the classes of workers to be included in the consultation of the Governments.
>
> It is understood (1) that the question of the reduction of hours of work in agriculture will be examined by the Governing Body when the report of the Permanent Agricultural Committee, to which the matter has already been referred and which is to meet in February 1938, is submitted to it ; (2) that the question of the reduction of hours of work in the mercantile marine remains a matter for the Joint Maritime Commission."

The Governing Body adopted this resolution by 20 votes to 6, the minority consisting of six employers. The employers' representatives of France and the United States voted with the majority.

Hours of Work in Road Transport

Although the resolution on the reduction of hours also covers transport workers, the Governing Body considered it impossible to delete from the agenda of the 1938 Session of the Conference the question of regulation of hours of work and rest periods in road transport, which had been placed on the agenda early in 1937. However, the Governing Body fixed the wording of the item as follows : Regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport.

Other Resolutions of the Twenty-third International Labour Conference

The Governing Body discussed the question of action to be taken in connection with other resolutions of the last Session of the International Labour Conference, dealing with : safety provisions in the building industry ; the obligations of Members of the International Labour Organisation under Article 19 of the Constitution ; the collaboration of Burma with the International Labour Organisation ; the representation of employers of the Union of Soviet Socialist Republics at the International Labour Conference ; the appointment of an International Public Works Committee (unanimously agreed to by the Governing Body) ; the compilation of annual returns showing the number of children under the school-leaving age who have been employed out of school hours in commerce and industry ; the protection of migrant persons insured or pensioned under social insurance schemes ; the study of those special problems of the life and labour of indigenous workers which appear suitable for international regulation.

Labour Inspection Services

The Governing Body considered the Record of the Second Regional Conference of representatives of labour inspection services, held at Vienna in May, 1937, and approved the conclusions reached by the Conference.

Composition of the Government Group of the Governing Body

The Governing Body had before it a letter addressed to it by Mr. Schulthess (Switzerland), Chairman of the Government Group at the Twenty-third Session of the Conference, proposing that there should be a more satisfactory system of rotation for the eight non-permanent Government seats on the Governing Body, in order to permit a greater number of States to occupy them successively, thus giving a practical demonstration of the universality of the International Labour Organisation. The proposal was turned over to the various Groups for study, and more especially to the Government Group.

Application of International Labour Conventions

The Governing Body considered the ten-yearly reports on the application of International Labour Conventions. It was pointed out that a certain number of countries, though they had ratified certain Conventions, had not yet taken the necessary steps to ensure their entire application, while certain other countries had adopted methods of application not fully in harmony with the Conventions.

In this connection various members of the Governing Body pointed out that, by their very existence, International Labour Conventions had exercised a profound influence on the development of social legislation in all countries, even those which had not ratified them. The Governing Body was unanimous in recognising the necessity of obtaining the real and entire application of Conventions by the States which had adhered to them. It instructed the Office to prepare a general report on the situation both in countries which had not ratified the Conventions and in those which, having ratified them, had not applied them or had applied them incompletely.

Administrative and Financial Matters

The Governing Body adopted the report of its Finance Committee concerning various administrative and financial questions, and re-appointed certain other Committees.

The Director's Report

The Governing Body examined the Report of the Director of the International Labour Office, Mr. Harold Butler, describing the activities of the Office during the previous three months. Tribute was paid during the discussion of this subject to the memory of Mr. Fernand Maurette, former Assistant Director of the International Labour Office and Director of its Paris Office, who died last August. Representatives of the three Groups recalled the eminent qualities of the deceased and mourned the loss of one of the best workers for a new international order.

Opening of the Twenty-fourth Session of the International Labour Conference

The Governing Body definitely fixed 2 June, 1938, as the opening date of the Twenty-fourth Session of the International Labour Conference, to be held at Geneva.

Mr. Harold Butler's Visit to India and the Netherlands Indies

The Governing Body noted the intention of Mr. Harold Butler to answer favourably the invitation of the Indian Government and of the Governor-General of the Netherlands Indies and to visit those countries in the near future.

A Delegation of the Governing Body to South Africa

The Governing Body had previously accepted the invitation of the Government of the Union of South Africa to send a delegation to inspect Native working conditions in South Africa on the spot. The Governing Body appointed Mr. Leggett, the Chairman; Mr. Mertens, workers' representative (Belgium), and Mr. Molenaar, employers' representative (Netherlands), to constitute the delegation.

Standing Orders

The Governing Body decided in favour of a revision and simplification of its own Standing Orders as well as those of the International Labour Conference, in the light of the experience acquired during the last fifteen years. It commissioned its Standing Orders Committee to present, in due course, concrete proposals regarding the matter.

Migration for Settlement

The Governing Body decided to call a Conference of experts on questions of migration for settlement, which would be instructed to study the financial aspects of the problem of colonisation. It would also have to define the possible methods of international co-operation in this matter and to elaborate proposals which the countries of emigration and of immigration could bear in mind in concluding agreements for the better organisation of migration for settlement. This Conference will meet on 28 February, 1938, at Geneva, with the following agenda: " Technical and financial international co-operation with regard to migration for settlement."

International Standardisation of Statistics of Wages and Hours of Work

The Governing Body received favourably the conclusions unanimously adopted by the Conference of Labour Statisticians held in Geneva at the end of September. Their object is to secure from Governments the periodical communication to the International Labour Office of all national information and statistics relating to wages and hours of work, compiled according to a uniform plan so as to make them comparable internationally. The Governing Body therefore decided to add this question to the Agenda of the next Session of the International Labour Conference with a view to the adoption of a Draft Convention on the matter.

* * *

The Eighty-second Session of the Governing Body will be held at Geneva on 3 February, 1938.

MR. LEGGETT, CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Mr. F. W. Leggett who has been elected to the chairmanship of the Governing Body for the year 1937–1938, was born in 1884. He has had a distinguished career in the British Civil Service, especially in connection with labour questions of various kinds. He first held a post in the Board of Trade, where he was associated with the early administration of the first Trade Boards Act, 1909, and with the setting up of the organisation for labour exchanges and the administration of the Unemployment Insurance Act. When the Trade Boards Act, 1918, was passed, he took charge of the work of establishing trade boards under the new Act.

In 1920 he was appointed to the Industrial Relations Department of the Ministry of Labour, and since that time has been in charge of work associated with conciliation and arbitration in industrial disputes and the setting up of joint machinery between employers' organisations and trade unions. Since 1930 he has been in control of the departments concerned with voluntary and compulsory machinery for the regulation of wages and working conditions, conciliation and arbitration, and statistics. In 1936 he was appointed chairman of the Cost-of-Living Committee set up to advise the Ministry of Labour on the enquiry on this subject undertaken in Great Britain.

Mr. Leggett has been associated with the work of the International Labour Organisation for many years past. He has been British Government representative on the Governing Body since October, 1931, and has been British Government adviser or delegate at most sessions of the International Labour Conference since 1929. He was one of the representatives of the Government group on the delegation of the Governing Body at the Santiago Conference in January, 1936.

In Great Britain Mr. Leggett is chiefly known for his work of conciliation in industrial disputes. He was particularly prominent in connection with the settlement of the dispute in the cotton industry in 1932. He has been instrumental in the establishment of joint machinery such as the Joint Council of the Managers' Association and British Actors' Equity, which is the most advanced machinery of its kind existing in any country for theatrical artistes and employees. In recent months he has been engaged in negotiations with the employers' organisations and trade unions in the distributive trades, for the setting up of joint machinery to regulate wages, hours of work and other conditions of employment.

THE INTERNATIONAL STANDARDISATION OF STATISTICS OF WAGES AND HOURS OF WORK

An International Conference of Official Labour Statisticians was held at the International Labour Office from 27 September to 2 October, and was attended by representatives of the following 28 countries :

Austria, Belgium, Bolivia, Canada, Chile, Colombia, Czechoslovakia, Denmark, Egypt, Finland, France, Great Britain, Greece, Irish Free State, Japan, Lithuania, Luxemburg, Netherlands, Norway, Peru, Poland, Roumania, Spain, Sweden, Switzerland, Turkey, United States of America, and Uruguay.

The Conference, which was of a technical character, drew up proposals for a Draft Convention and recommendations aimed principally at standardising national statistics of wages and hours of work.

That such standardisation is essential for the international study and regulation of conditions of work is clearly shown by the difficulties that the differences in the scope and meaning of the statistics of the different countries put in the way of international enquiries. International agreements which aim at meeting these difficulties in the economic filed already exist, but there are none as yet in the sphere of labour. In order to fill this gap, beginning with hours of work and wages, the Governing Body of the International Labour Office had considered the inclusion of this problem in the agenda of a forthcoming session of the International Labour Conference, and it was with a view to preparing drafts for submission to this Conference that the Conference of Statisticians was held.

In opening the first sitting, Mr. Harold Butler, Director of the International Labour Office, welcomed the delegates and made a few introductory remarks regarding the purpose of the Conference. Mr. Jahn, Director of the Central Statistical Office of Norway, was then elected President. Mr. E. C. Ramsbottom (Great Britain), Mr. Isador Lubin (United States) and Mr. Szturm de Sztrem (Poland) were elected vice-Presidents.

The Conference completed its work in the space of a week with the drafting of the text of a proposed Draft Convention for the standardisation of national statistics of wages and hours of work.

Under the proposed Convention, the signatory States undertake to compile statistics of wages and hours of work at regular intervals and in the form agreed upon, and to publish them and communicate them to the International Labour Office with the least possible delay.

These statistics will cover, for the mining and manufacturing industries, including building and construction, average earnings of wage earners and actual hours of work, on the one hand, and time rates of wages and normal hours of work on the other. Special provisions are also laid down for statistics relating to agricultural wages.

The Conference proposed that the Convention should be completed by recommendations regarding the extension of its scope.

The texts thus drawn up by the Conference of Labour Statisticians are to be used as the basis of discussion at the 1938 Session of the International Labour Conference, the Governing Body of the International Labour Office having decided, at its Session at Prague, to place the question of the international standardisation of statistics of wages and hours of work on the agenda.

COMMITTEE OF STATISTICAL EXPERTS

In addition to the above-mentioned conference of official labour statisticians from 28 countries on problems of international standardisation, the International Labour Office organised from 4 to 8 October a more limited meeting of a Committee of Statistical Experts to assist the Statistical Section of the Office in carrying out its increasingly extensive work.

The composition of the Committee was as follows : Mr. Huber (France) (President), Mr. Gunnar Jahn (Norway), Mr. Isador Lubin (United States), Mr. Ramsbottom (Great Britain), Mr. Szturm de Sztrem (Poland).

The Committee first considered the preparation of a questionnaire to be used in connection with the special enquiry demanded by the Washington Textile Conference of April, 1937, into wages and hours of work in the textile industry.

The possibility was also examined of a further systematisation of the statistics published by the International Labour Office on wages and normal hours of work by occupational groups.

A study was made of the results of the enquiry at present being conducted by the International Labour Office into the rents of workers' dwellings in about 60 towns situated in some 20 different countries.

On these various points the Committee formulated proposals and recommendations which will be submitted to the Governing Body of the International Labour Office.

MR. HAROLD BUTLER'S VOYAGE TO THE INDIES AND EGYPT

Mr. Harold Butler, Director of the International Labour Office, left Geneva on 28 October, 1937, for a three months' voyage to Ceylon, Malaya, the Netherlands, East Indies, India, and Egypt.

This voyage is undertaken on the invitations of the British, Egyptian, Indian, and Netherlands Governments for the purpose of studying social and economic conditions in the countries visited.

THE EVALUATION OF PERMANENT INCAPACITY FOR WORK IN SOCIAL INSURANCE

The International Labour Office has just issued the results of an enquiry which it has conducted into the main problems arising in the evaluation of permanent incapacity for work in workmen's compensation and invalidity insurance.

The evaluation of permanent incapacity affects the rights of millions of injured and disabled workers. Workmen's compensation and invalidity insurance require for their proper working a suitable definition of the incapacity for which benefit is payable and well-considered methods of evaluation. The problems which arise in the evaluation of permanent incapacity are both numerous and difficult: they are especially so for countries which are just taking up social insurance.

During the last few years the International Labour Office has received many requests for information and advice concerning definitions of incapacity, methods of evaluation, incapacity schedules, and the constitution of the bodies responsible for the evaluation. In consequence the Office decided to undertake, in collaboration with its Committee of Experts on Social Insurance, a study of the chief problems involved in the evaluation of permanent incapacity.

The work published by the International Labour Office sets forth the results of this study. It consists essentially of a comparison and a critical analysis of the methods widely used for the evaluation of incapacity in workmen's compensation on the one hand and in invalidity insurance on the other.

The work comprises seven chapters. The first reviews the different *conceptions* by reference to which disabilities and their consequences may be assessed. The second deals with the different *methods of evaluation*, most of which lead to the expression of the economic loss incurred as a percentage of total incapacity. The task of the bodies responsible for evaluation is often facilitated by the use of *schedules*, and these form the subject of the third chapter.

The next two chapters are concerned with the *minimum degree of incapacity* for which benefit is payable—fixed in quite different ways according as the scheme is one of workmen's compensation or of invalidity insurance—and the *starting point of permanent incapacity benefit.*

The last two chapters are devoted to the problem of the *review of incapacity* and to the constitution of the *bodies responsible for evaluating incapacity.*

Two important appendices are attached to the study: the one contains texts of, or extracts from, the incapacity schedules used in various countries, and the other reproduces the conclusions on the evaluation of incapacity which were formulated by the meeting of experts arranged by the International Labour Office in November, 1936.

FORTHCOMING MEETINGS

7 December, 1937, Geneva: Public Works Committee.

8 December, 1937, Geneva: Meeting of Experts on Social Insurance.

3 February, 1938, Geneva: Eighty-second Session of the Governing Body of the International Labour Office.

28 February, 1938, Geneva: Conference of Experts on Technical and Financial International Co-operation with regard to Migration for Settlement.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

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Monthly Summary of the
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1937. Nos. 11–12 NOVEMBER–DECEMBER

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THE INTERNATIONAL LABOUR ORGANISATION IN 1937

In 1936, in response to an invitation from the Government of Chile, the International Labour Organisation held at Santiago de Chile a Conference of the countries of America to study labour problems of that continent.

In April, 1937, on the suggestion of President Roosevelt, the Organisation convened, at Washington, a Conference to discuss the social and economic aspects of the textile industry throughout the world. The occasion was marked by the active collaboration of the United States, which has been a Member of the Organisation since 1934. Twenty-six States Members of the Organisation were represented at the Conference, and Germany, although no longer belonging to the Organisation, sent an observer.

These two Conferences, both held far from Geneva—the first in South America and the second in North America—testify to the effort being made to secure universality for the International Labour Organisation, and to the relations which it has established and developed with the whole of America. They also demonstrate that, at least with regard to the standardisation of conditions of employment, there exists an atmosphere of mutual understanding between the continents of the world.

In October, 1937, in response to an invitation of the Czechoslovak Government, the Governing Body of the International Labour Office held its Eighty-first Session at Prague. The meeting at Vienna, in May, of a Conference of Labour Inspectors, convened by the International Labour Office; the present voyage of the Director, Mr. Harold Butler, to the Netherlands Indies, Malaya, India and Egypt; the recent decision of the Governing Body to send a delegation to South Africa in 1938—not to mention the numerous missions of officials of the Office—show still further the breadth of the Organisation's field of action, as does also the fact that it has strengthened its technical commissions by the addition of experts from South and North America, and increased the number of its correspondents in extra-European countries. Finally, in every continent, the workers' and employers' organisations have continued, as during the past seventeen years, to affirm their fidelity to the aims of the International Labour Organisation and to intensify their active collaboration in its work.

* * *

These outside activities, far from impeding the regular work of the International Labour Organisation, have tended rather to facilitate and stimulate it.

The year 1937 was marked by a new and persistent effort towards the progressive reduction of hours of work in various industries. As a result of the work of the Washington Textile Conference, the International Labour Conference, sitting two months later at Geneva, adopted a Convention applying the 40-hour week to the textile industry. It will be remembered that the principle of this reform was adopted in 1935, but that it was agreed that its application should be the subject of a fresh decision for each industry. On the basis of this principle, Conventions have already been adopted reducing hours of work in automatic sheet-glass works (1934), glass-bottle works (1935), and public works (1936). The extension of the 40-hour week to the textile industry, which alone employs 14 million workers throughout the world, confirms the importance of the stage already reached by the International Labour Organisation in its action for the international reduction of hours of work.

The Conference, however, felt that this procedure of application of the 40-hour week industry by industry would take too many years to produce a result satisfactory to all workers, and accordingly adopted a resolution which led the Governing Body of the Office to place on the Agenda of the 1938 Session, to be held on 2 June next, the question of the generalisation of the reduction of hours of work in all fields not covered by Conventions already adopted. The problem of the 40-hour week, in its international aspect, thus enters a new phase.

With regard to the reduction of the working period, not by the week, but in relation to the length of human life as a whole, the 1937 Session of the Conference also took an important decision in raising from 14 to 15 years the minimum age for the employment of children in industry and commerce.

The 1937 Session also adopted a Convention for the protection of building workers against accidents connected with their work, as well as two well-reasoned Recommendations which, by laying down guiding lines for the preparation of systematic and far-sighted public works schemes, and suggesting their execution, as far as possible, in periods of depression and unemployment, form a valuable contribution to the means of preventing economic depressions.

Another characteristic feature of the year 1937 was a renewal of activity in connection with migration problems. For a long time the world depression and the resulting national restrictions had rendered impossible any international action in this field. Immigration countries had refused to admit foreign workers, who were likely to increase the number of unemployed in their territories. Many such countries had even deported to their countries of origin considerable numbers of immigrants who had become a charge on the public finances. The recovery in the world economic situation, however, opened new prospects for migration, to which the International Labour Conference at Santiago de Chile drew attention.

Following up these developments, the Office has organised, for 28 February, 1938, a Conference for technical and financial international co-operation with regard to migration for settlement, and decided to bring before the 1938 Session of the International Labour Conference the question of international agreements on the recruiting, placing, etc., of workers moving from one country to another.

The following questions, as well as that just mentioned and that of the generalisation of the 40-hour week, are also on the Agenda of the 1938 Conference: technical and vocational education and apprenticeship; regulation of contracts of employment of indigenous workers; regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport; and the international standardisation of statistics of hours and wages in the principal industries and in agriculture. These widely varying subjects have involved extensive and careful preliminary research.

Great variety is also found in the studies published by the International Labour Office apart from its work in preparation for the International Labour Conference. These include studies on unemployment and technical progress; collective agreements; statistics of aliens; the evaluation of permanent incapacity for work in social insurance; the termination of contracts of employment of salaried employees and technical staff; the mechanisation of office work; rationalisation; immigration and settlement in Brazil, Argentina, and Uruguay; labour problems in Indo-China; compensation for silicosis; etc.

The documentation collected for the Washington Textile Conference, completed by its reports, has been published in two large volumes, which constitute an invaluable source of authentic information on this world-wide industry.

All this methodical research work is carried on side by side with the efforts of the Organisation to promote social legislation, and with a view to creating a solid basis for this legislation. The advice and assistance of the International Labour Office is increasingly in demand in all countries of the world. The number of requests for information received from Governments has considerably increased: often, for example, newly-industrialised countries, both in Europe and in other continents, apply to the experts of the Office for assistance in drawing up their labour Codes.

The ratification of Conventions adopted by the International Labour Conference continues at a regular rate, the total number of ratifications registered now being 765.

In conclusion, the year was marked by an event long awaited by all those who have taken part in the promotion of international social legislation—the unveiling, on 20 June, of the monument raised by public subscription to the memory of Albert Thomas. By a fitting series of circumstances it took place during the largest and one of the most active Sessions of the International Labour Conference, and thus bore witness, in rendering homage to the creator of the International Labour Organisation five years after his death, to the continued vitality of his creation.

LABOUR PROBLEMS IN INDO-CHINA

The International Labour Office has recently made a further contribution to the study of labour conditions in Asiatic countries, by the publication of the results of an enquiry into the situation in Indo-China.[1]

From its earliest days, the International Labour Organisation, in its work for the protection of workers throughout the world, has occupied itself with the problem of countries in which, to quote the terms of Article 19 of its Constitution, " climatic conditions, the imperfect development of industrial organisation, or other special circumstances make the industrial conditions substantially different " from those of countries in which industrialisation is of longer date. As the result of various resolutions of the International Labour Conference dealing specially with Asiatic countries, the Office has undertaken methodical studies on labour conditions in Japan, China, India, Persia, and Siam, as well as in Asiatic colonies, protectorates, and mandated territories.

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[1] This report has so far appeared only in French. An English edition will be published in 1938.

Indo-China, a traditionally agricultural country in which French colonisation has introduced an industrial structure, was naturally made the subject of one of these studies. Material collected over a period of several years was completed by first-hand evidence obtained as the result of a mission to Cochin-China, Cambodia, and Tonking.

The study now issued by the Office explains the important social developments which took place in Indo-China during the last months of 1936, and which resulted in the promulgation of a Labour Code for both indigenous and European workers. The account of Indo-China's Labour legislation is, therefore, of topical interest.

In general, the study shows that, although "special conditions" tend to perpetuate old customs in Indo-China, and the Annamite worker differs from the Western worker, there is nevertheless, in that country, a working population for whose protection legal regulation is absolutely necessary. The problem consists in establishing a system of labour legislation which reflects traditional and modern proletarian conditions in the same proportions as they at present exist in the country. It would be as irrational to refuse the benefits of legislation of the Western type to groups of workers who now have the same living conditions as European wage-earners, as it would be dangerous to ignore the established customs of workers and peasants still living under conditions handed down to them from the past—especially at a time when the French administration is endeavouring to revive these customs.

In any case, the Indo-Chinese worker, because of his origin, family and traditions, remains, on the whole, bound to his familiar environment: he is essentially a peasant, and only temporarily leaves his village to take up employment as a wage-earner in a European undertaking. No useful purpose would be served by improving his conditions of employment without at the same time assisting him to become a better craftsman or farmer. Any progress in labour legislation properly so called must have, as its corollary, an improvement in general social conditions by means of an increase of production and a programme of extensive agricultural hydraulic works (dredging, embankment, irrigation, etc.). The study issued by the Office stresses the benefits to be obtained in these fields by a co-operative and properly conceived policy.

A CONFERENCE FOR THE STUDY OF INTERNATIONAL CO-OPERATION WITH REGARD TO MIGRATION FOR SETTLEMENT

The International Labour Office has officially informed all Governments interested of the decision of its Governing Body to convene a technical Conference of experts at Geneva, on 28 February, 1938, to study the problem of technical and financial international co-operation with regard to migration for settlement.

This meeting will mark a new stage in the development of the activity of the International Labour Organisation in this matter.

As is well known, the world economic depression greatly reduced the possibilities of international action with regard to the movement of workers from one country to another. As a result of restrictive measures taken by almost every State under the influence of this depression, with the object of reserving the decreasing opportunities of employment for national workers, migration movements were checked and, in some cases, even reversed. During this period, many countries which used to absorb large numbers of foreign immigrants had more departures than arrivals, while former emigration countries became countries in which immigrants exceeded emigrants in number.

During this period of abnormal conditions, the Office continued its studies of the whole migration problem, in preparation for a time more propitious for international collaboration. Careful research into the question of the recruiting, placing and conditions of employment of migrant workers has enabled this problem to be brought before the 1938 Session of the International Labour Conference with a view to international regulation.

Studies on the migration of agricultural settlers were in a less advanced stage when the Labour Conference of American States, which met at Santiago de Chile in January, 1936, adopted a resolution asking the Office to have special enquiries made "in connection with emigration from Europe to America," covering the problem in its various aspects, "particularly from the standpoint of the connection between immigration and colonisation."

This resolution placed the question before the International Labour Organisation in a new form. A few preliminary and incomplete studies on the collaboration of the three factors of production—labour, land, and capital—had already been prepared. Published in the form of monographs, these studies explained the situation in certain countries and aimed to some extent at preparing the ground for future action in this field. The resolution of the Santiago Conference, however, coming from countries which for many years had been among the chief immigration States, gave this work of the Office new impetus and a more concrete character, by placing the question on a regional basis.

The Governing Body of the Office decided, at its Session of April, 1936, that the question should be studied from this angle, and accordingly convened the Migration Committee for November of that year.

This decision was noted with satisfaction by the International Labour Conference at its Session of 1936, when it recorded its pleasure at "the fact that this large and important problem" was "to be systematically studied."

Immediately after the Conference, a mission was sent to South America, where it visited Brazil, Argentina, and Uruguay, and studied, in collaboration with the national services, the possibilities of migration for settlement. The report submitted by this mission, as well as a general report drawn up by the Office on migration for settlement, were submitted to the Migration Committee in November, 1936.

As the result of its examination of the problem on the basis of these two documents, the Committee noted that at the present time the atmosphere in a certain number of countries of immigration was favourable to a resumption of the settlement of immigrants, but that one of the principal obstacles in the way of this resumption lay in the difficulty of financing the transport and establishment of the settlers.

The Committee believed that the solution of this problem would be greatly facilitated by international collaboration, and accordingly requested the Governing Body to convene a Conference of experts on migration for settlement as soon as the desire for such a Conference had been expressed by a sufficient number of Members to ensure useful results.

It was in order to give effect to this resolution that the Governing Body convened, after consulting the Governments most directly interested, the Conference fixed for 28 February, 1938. The participating Governments have been asked to send, as representatives, experts who, by reason of their present or previous work in connection with migration and settlement, possess the necessary competence to enable the Conference to elaborate practical proposals.

ITALY AND THE INTERNATIONAL LABOUR ORGANISATION

On 15 December, 1937, the International Labour Office received the following telegram :

> " Rome, 15 December, 1937.
>
> General Secretariat, International Labour Organisation, Geneva.
>
> Inform your Secretariat that on 15 December the Italian Government gives notice of its withdrawal from the International Labour Organisation.
>
> CIANO,
> Minister for Foreign Affairs."

Mr. PHELAN, Acting Director of the International Labour Office, replied by the following telegram :

> " CIANO, Minister for Foreign Affairs, Rome.
>
> I have the honour to acknowledge the receipt of your telegram of 15 December informing me that on 15 December the Italian Government gave notice of its withdrawal from the International Labour Organisation."

THE INVESTMENT OF THE FUNDS OF SOCIAL INSURANCE INSTITUTIONS

On 8 December, 1937, at the International Labour Office, the opening session was held of a meeting of experts appointed to study a question which is receiving considerable attention in many countries at the present time—that of the investment of the funds of social insurance institutions.

It is of great importance that these funds, which are sometimes of very large proportions, should be invested under conditions offering the greatest possible guarantees as regards both safety and yield, in order to ensure the regular payment of benefit to the contributors. In long-term social insurance institutions (old-age and invalidity pension, accident pension, widows' and orphans' pension schemes), the investment of funds is a subject of constant preoccupation. The pursuit of a sound investment policy is of special importance for pension schemes, the liabilities of which tend to grow constantly ; here the yield must be sufficient to permit the maintenance of the rate of contribution unchanged in spite of the inevitable increase in benefit expenditure.

The actuarial reserves of social insurance schemes, which serve to guarantee the payment of pensions awarded and the pension rights in course of acquisition by contributors, reach, in some countries, very considerable figures, and the sound and profitable investment of these sums is a matter in which workers, employers, and public authorities are all equally interested.

In periods of monetary instability, the bodies responsible for investment have a difficult task to perform. They have to obtain an average yield at least equal to the actuarial rate of interest on which the financing of the scheme is based, and at the same time preserve the invested capital from the risks arising out of economic and monetary instability. In selecting the securities to be purchased, and their amounts, the bodies responsible for investment have to reconcile the often opposing exigencies of safety and yield.

Another important factor in the choice of investments for social insurance funds is that of the social utility of the investment from the point of view of the situation of the workers. As a public institution, social insurance should increase the social security both of the workers and of the community as a whole, and its investment policy should contribute to the stabilisation of economic conditions, as well as to general long-term financing.

In recent years, the Office has frequently been requested to make a comparative study of the regulations and the policy of various States in the matter of the investment of the funds of social insurance institutions. After a preliminary study of the question, it decided, with the approval of the Governing Body, to convene, in Geneva, a Committee of Experts on this subject.

This Committee, which met on 8, 9 and 10 December, was composed of three representatives of the Governing Body of the International Labour Office—Messrs. F. Garcia Oldini (Government group), H. S. Kirkaldy (Employers' group), L. Kupers (Workers' group)—and twelve experts in social insurance questions : Mr. F. Bane (United States of America), Mr. L. Bisqueret (Belgium), Dr. T. Dyboski (Poland), Mr. Enesco (Roumania), Mr. E. Hackforth (Great Britain), Mr. E. Henning (Sweden), Mr. Henry (France), Dr. E. Horvath (Hungary), Dr. A. Kayser (Luxemburg), Dr. V. Klumpar (Czechoslovakia), Dr. F. Steinbach (Austria), and Miss G. J. Stemberg (Netherlands). The Bank of International Settlements and the

Financial Section and Economic Studies Service of the League of Nations were represented at all sittings, which were presided over by Mr. Leon Bisqueret, Director-General at the Ministry of Labour and Social Welfare of Belgium. At the opening sitting Mr. Phelan, Acting Director of the International Labour Office, welcomed the experts in the name of Mr. Harold Butler, who was in India. He stressed the importance of the question to be discussed, both for the safeguarding of the interests of insured persons and for the financial policy of the State and the development of the national economic system.

The Committee adopted the questionnaire drawn up by the International Labour Office as the basis of its work. It began by defining the general conditions which should serve as a guide in the investment of the funds of social insurance institutions, placing them in the following order of importance: safety, yield, mobility, and social utility.

The Committee discussed at some length the determination of classes of securities permissible as investments. It was also decided to reserve a question relating to provisions aimed at maintaining the purchasing power of benefits due to insured persons, when reserves are depreciated as a result of monetary devaluation or of legal measures reducing the principal or the interest of capital investments.

Dealing next with the question of the authorities responsible for the choice of investments, the Committee laid emphasis on the advantages and disadvantages of centralisation and decentralisation. It considered the question whether social insurance institutions should be left free to choose their investments, or whether this selection should be entrusted to an outside body.

Finally, the Committee of Experts outlined a scheme for an international consultation on the long-term investments of the funds of compulsory social insurance schemes.

FORTHCOMING MEETINGS

3 February, 1938, Geneva: Eighty-second Session of the Governing Body of the International Labour Office.

7 February, 1938, Geneva: Permanent Agricultural Committee.

28 February, 1938, Geneva: Conference of Experts on Technical and Financial International Co-operation with Regard to Migration for Settlement.

2 May, 1938, Geneva: Technical Tripartite Meeting on the Coal-Mining Industry.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

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1938. No. 1 JANUARY

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THE INTERNATIONAL LABOUR CONFERENCE TO MEET IN GENEVA ON 2 JUNE NEXT

The Twenty-fourth Session of the International Labour Conference has been officially convened to meet in Geneva on Thursday, 2 June, 1938

It will have to deal with the important question of the generalisation of the reduction of hours of work, by which is meant the extension of the international application of the principle of the 40-hour week to branches of activity not covered by the Conventions so far adopted on the subject, which deal only with antomatic sheet glass and bottle glass works, public works and the textile industry.

The regulation of the hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport is the subject of a separate item on the agenda of the Session, which also includes the following:

- Technical and vocational education and apprenticeship;
- Regulation of contracts of employment of indigenous workers;
- Recruiting, placing and conditions of labour (equality of treatment) of migrant workers;
- Statistics of hours of work and wages in the principal mining and manufacturing industries (including building and construction) and in agriculture.

In addition to these items on its agenda the Conference will have to study five 10-yearly reports on the application of the Conventions of 1925 concerning night work in bakeries, of 1926 concerning seamen's articles of agreement and the repatriation of seamen, and of 1927 concerning sickness insurance in industry and agriculture.

It will also have before it the annual reports submitted by Governments on the measures taken by them to give effect to the Conventions they have ratified.

It will, as usual, discuss the Report of the Director of the International Labour Office on the work of the Organisation.

THE DIRECTOR'S VISIT TO MALAYA, THE NETHERLANDS INDIES, CEYLON AND INDIA

At the invitation of the Governments of India and the Netherlands Indies, the Director of the International Labour Office, Mr. Harold Butler, made a visit to these countries in the latter part of 1937 and the beginning of 1938. At the instance of the Governor of French India he also visited Pondicherry, and, following a suggestion made by the British Secretary of State for the Colonies, spent a few days in Malaya and Ceylon. In the course of these visits, which were admirably planned by the authorities in the different areas, Mr Butler was able to get first-hand impressions of labour conditions and problems in the East.

In all of the colonial areas visited the Director was given special opportunities of seeing the conditions of life and labour on plantations. In Malaya, in Java, in Sumatra and in Ceylon he gave a large amount of time to examining the methods of cultivation and manufacture of rubber, tea, sugar, tobacco and palm oil. All these commodities have suffered greatly from violent price fluctuations during recent years, due largely to the falling-off in demand from Western countries. The planters are now applying restriction schemes both to acreage planted and the total volume of production. In a number of cases, notably rubber, tea and sugar new methods have been discovered and are now being applied, calculated to increase output per acre to three or four times what was previously considered normal. As a consequence, the plantation industries are experiencing disturbances on the side of supply as well as that of demand. The new development, by which the plantation industries are attempting to keep prices stable while adjusting the volume of output (instead of, as in the past, permitting prices to fluctuate and production to find its own level) is pregnant with consequences for the many hundreds of thousands of men and women employed. With considerable fluctuations in the volume of output in prospect, there is the danger of an unemployment problem arising among plantation workers no less severe than among the workers in factories.

Another outstanding feature in all of the colonial areas visited was the increase in industrialisation, bringing in its train the need for the extension of factory inspection and the problem of competition from the small unregulated factory.

In India, the visit to French territory at Pondicherry was productive of an interesting incident, which may best be given in the Director's own words:

> " From Madras I went to Pondicherry accompanied by Mr. Rao at the invitation of the Governor of French India, Monsieur Crociccia. On arriving late in the evening of December 14 I learnt that there had been a good deal of industrial unrest and that a textile mill had been occupied by strikers since July in consequence of a dispute regarding certain dismissals. Conciliation having hitherto failed, the Governor asked me if I would lend my good offices, as the I.L.O. had considerable prestige in the Colony and an impartial outsider might be able to bring the parties together. This I gladly undertook to do, if possible, and at midnight attended a great meeting of many thousands of workers. I was introduced by Mr. Guruswami of the Madras Railway Union and addressed the meeting, as did Monsieur Ménard, the Inspector of Labour, and Mr. Rao, the latter speaking in Tamil. Next morning I conferred with Mr. Guruswami and Mr. Subbiah, the leader of the strike, and with the owner of the mill affected. I was fortunate enough to make a suggestion which enabled both parties to accept arbitration on certain conditions, including immediate evacuation of the factory and guarantees against victimisation. The parties then met and in the course of the morning embodied these terms in a formal agreement, which was signed at Government House and endorsed by a mass meeting of the workers in the afternoon. That night I had the great pleasure and satisfaction of receiving the following telegram:
>
> " Mill evacuated 4 p.m. in accordance with undertakings. Thanks to weight of your advice dispute, which was seriously embittering the social life of the country, will evolve towards equitable solution in path of law and order. Assure you of my lively gratitude in name of colony and myself.
>
> Governor CROCICCIA."

Throughout British India the Director took the numerous opportunities offered to him of visiting the various factories and workshops which make India one of the foremost manufacturing countries of the world. For, in spite of the fact that India is still 80 per cent. agricultural—a land of 700,000 villages—it has a highly developed industrial side. The conditions of work of the industrial population, housing conditions, welfare arrangements, the efficiency of labour, and the development of trade unionism vary enormously from one province to another. Mr. Butler had the opportunity of seeing most of the principal industrial areas and of forming a personal estimate of the situation there.

As the Director notes, the time chosen for his visit was a particularly fortunate one from the point of view of seeing the new Indian Constitution in working.

> " On arriving at Madras it was quickly evident that we had come to India at a moment of exceptional interest and importance, particularly in regard to the treatment of social questions. On 1 April, 1937, the new constitution came into force, and in each of the eleven Provinces of British India a democratically elected government took office. In seven of them, including Madras, Bombay, United Provinces and Bihar, the Congress Party has a majority in the Legislature and has constituted the Ministry. Among the subjects assigned to the jurisdiction of the Provinces are labour, agriculture, health and education, so that it may be said that the social problem in all its aspects is now a provincial subject and is being handled for the first time by popularly elected governments. These governments are going about their task with conspicuous energy and zeal. Their presence has awakened fresh interest in the social and economic problems by which India is confronted and a strong demand that they should be courageously tackled. I felt that I was fortunate in witnessing the initiation of a new phase of Indian history, which it was generally agreed had made an auspicious start."

Mr. Butler had the opportunity of getting into touch with the leading minds in a number of the Provincial Governments and had visual evidence of the vigour and determination with which these Governments had taken up the reins of office and the spirit of co-operation in which the experiment is being conducted.

The Director sums up his impressions of his visit to the East in the following lines:

> " In conclusion, I would say that I was considerably struck by the undoubted prestige which the I.L.O. enjoys in every country which I visited. Not only do the discussions of the pros and cons of ratification fill many official files, but I found well-thumbed copies of our publications in many official bookshelves and widespread recognition of the value of the work which the Organisation and the Office are doing. A visit to the Netherlands Indies, Malaya and Ceylon is enough to convince anyone of the immense importance of the work done in connection with indigenous labour. The questions of recruiting, contracts and penal sanctions are of vital moment to millions of plantation workers. In Ceylon and India, both British and French, the workers' organisations look to Geneva for assistance and guidance, and freely acknowledge the help which they have received through the ratification of Conventions and the attention paid to the representation of workers' organisations. Employers are for the most part anxious to improve conditions, whenever they believe themselves able to do so without prejudice to their business. I found little real resentment against recent legislation in India and a general readiness to consider the possibility of further progress, provided that it was applied equally by their competitors in Europe and Asia. Finally, I was convinced of the utility of an Asiatic conference whenever circumstances permit. Asiatic industry is already considerable and likely to become vastly greater

in the next twenty years. Its labour problem is pressing and in some respects peculiar. It cannot be judged or solved entirely in the light of Western experience, though it affords useful guidance in many directions. In this respect there is no doubt that the Asiatic countries can gain even more than they have already done from their association through the I.L.O. with each other and with the rest of the world. It is the duty of the Organisation to give all the help which they wish to receive."

SILICOSIS COMPENSATION

Silicosis is a disease of the lungs contracted through inhaling silica dust from certain rocks (in mines, quarries, etc.) or through inhaling substances containing silica which are used in the manufacture of certain articles or products.

Numerous categories of workers, and particularly miners, are exposed to this disease in the course of their occupations. The International Labour Office has therefore, ever since it has been in existence, studied this question with the dual purpose of discovering preventive measures and of arranging for compensation to be granted to workers suffering from the disease.

The numerous enquiries and studies on the subject reflect the interest which the International Labour Office has shown in the matter. It will also be remembered that an international Conference on silicosis was held in Johannesburg in August, 1930, thanks to the generous support of the Transvaal Chamber of Mines, and was attended by experts from eight countries: Australia, Canada, Germany, Great Britain, Italy, the Netherlands, the Union of South Africa and the United States of America.

In 1934 the International Labour Conference added silicosis to the schedule of occupational diseases for which compensation is payable under the Conventions adopted in 1925.

The Correspondence Committee on Industrial Hygiene, which had done the preparatory work leading up to this decision, also adopted a resolution to the effect that

> " the application of compensation in respect of the disease would be greatly facilitated if all possible useful information were assembled by the Health Service of the Office and transmitted to the Governments of those countries which so far do not provide compensation for silicosis."

In pursuance of that suggestion the International Labour Office has recently published a fresh study on workmen's compensation for silicosis.

According to this study the different systems of providing compensation for silicosis may be classified as follows: compensation by special legislation; compensation by workmen's compensation legislation: (*a*) under a schedule, (*b*) by one or more special schemes; blanket coverage.

In view of the impossibility of analysing all existing legislative measures, it was considered preferable to present in detail three typical systems of legislation in force, namely, those followed, firstly in the Union of South Africa (*special legislation*), secondly in Great Britain (*special schemes*), and thirdly in Germany (*schedule*).

Analysis of these Acts is given in accordance with a plan which has been made as uniform as possible in order that the results may be comparable: legislation, scope of legislation, right to compensation, certification of the disease, benefits, review, procedure for settling disputes, administration of compensation, prevention.

At the end of the first part (Union of South Africa) there is a note on medical examinations. At the end of the third part (Germany) there are two notes dealing respectively with undertakings subject to accident insurance and with silicosis and silicosis complicated by tuberculosis.

The volume also contains seven appendices dealing with the following questions: compensation of occupational diseases by the system of blanket coverage; terminology of radiographic findings in respect of silicosis; radiographic technique in respect of silicosis; stages of silicosis; silicosis statistics; industries and processes involving exposure to silicosis; pneumoconioses legislation.

THE I.L.O. AND PROBLEMS OF AGRICULTURAL LABOUR

On Monday, 7 February, will be held the first meeting of the new " Permanent Agricultural Committee " set up by the Governing Body of the International Labour Office with a view to creating permanent contact between the latter and the agricultural world.

Composed of 30 experts from 22 countries, both European and extra-European, and of representatives of the three groups of the Governing Body—Government, employers' and workers'—its task is to act as a body responsible for collaboration and consultation with a view to facilitating the international solution of social problems which arise in agriculture.

This meeting marks an important stage in the study of questions of agricultural labour by the International Labour Organisation.

It will be remembered that, since 1921, several Conventions and Recommendations dealing with agricultural problems which better the conditions of agricultural workers, have been adopted by the International Labour Conference. They deal with the protection of women, young persons and children, compensation for accidents, the guarantee of the rights of association of agricultural workers, living-in conditions, technical agricultural education, unemployment insurance, and sickness, old-age and invalidity insurance.

There remains, however, a group of important labour questions which the Conference has dealt with for industrial workers but has never examined from the agricultural point of view. This group comprises the questions of hours of work, the weekly rest period, holidays with pay, and minimum wage-fixing machinery.

The first task of the Permanent Agricultural Committee will be to hold a general discussion of social problems in agriculture, and to aim at making a certain selection of these problems. This discussion will indicate for the guidance of the Governing Body of the I.L.O. what questions are suitable for international treatment and in what order they can best be dealt with.

In order to serve as a useful documentary preparation for the discussion, the expert members of the Committee have agreed to prepare monographs describing problems of agricultural labour in their own countries—the Netherlands, Yugoslavia, Italy, Great Britain, Denmark, Sweden, Australia, Switzerland, Norway, Canada, Japan, the United States, Roumania, Czechoslovakia, Brazil, France, etc.

As well as the general discussion above-mentioned, the Permanent Agricultural Committee will make a thorough study of the following questions, submitted to it by special decisions of the Governing Body: the protection of children in agriculture; holidays with pay in agriculture; and hours of work in agriculture.

With regard to the last problem, the discussion of hours of work in agriculture by the Permanent Agricultural Committee will be the first international discussion on this complicated problem.

FORTHCOMING MEETINGS

28 February, 1938, Geneva: Conference of Experts on Technical and Financial International Co-operation with regard to Migration for Settlement.

4 April, 1938, Geneva: Committee of Experts on the Application of International Labour Conventions.

22 April, 1938, Geneva: Advisory Committee on Salaried Employees.

28 April, 1938, Geneva: Eighty-third Session of the Governing Body of the I.L.O.

2 May, 1938, Geneva: Preparatory Technical Meeting on the Mining Industry.

2 May, 1938, Geneva: Committee on Management.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

27 June, 1938, Geneva: International Committee on Public Works.

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Monthly Summary of the International Labour Organisation

1938. No. 2 FEBRUARY

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THE EIGHTY-SECOND SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

At the opening of its Eighty-second Session, on 3 February, 1938, the Governing Body of the International Labour Office was invited by the British Government to hold a Session in London, in October next.

This invitation, which is evidence of the attachment of Great Britain to the International Labour Organisation and a proof of the vitality of the social work performed in Geneva, was gratefully and unanimously accepted by the Governing Body.

The Governing Body met in London once before, in 1920, before the establishment of the International Labour Office at Geneva. Sessions have also been held in Washington, Paris, Stockholm, Rome, Interlaken, Berlin, Warsaw, Brussels, Madrid and Prague.

* * *

INVITATION OF THE BRITISH GOVERNMENT

It was the Chairman, Mr. Leggett, who, in the name of the British Government, invited the Governing Body to hold its next regular autumn Session in London. The British Government intended, by this invitation, to reaffirm its faith in the International Labour Organisation and in its method of co-operation between Governments, employers, and workers in the improvement of social conditions and the promotion of peace.

Mr. Goodrich, in the name of the Government of the United States, warmly thanked the British Government for its invitation, which came from a nation which had played a very great part in the formation and work of the International Labour Organisation, and which, even before the Organisation existed, had done much to develop the two fundamental bases of its work—the technique of social legislation and the spirit of orderly negotiation between organised employers and organised workers. He felt that the invitation was a tribute to the vitality of the Organisation—a quality attested by a steady and unbroken record of substantial achievement—and affirmed his Government's faith in the ideals of the Organisation.

Mr. Justin Godart, representative of the French Government, as Chairman of the Government group, associated it as a whole with the sentiments expressed by Mr. Goodrich, and declared that the group had the greatest pleasure in unanimously accepting the invitation.

Mr. Oersted, employers' representative (Denmark), and Mr. Jouhaux, workers' representative (France), in the name of the employers' and workers' groups respectively, made similar statements. The latter added that the invitation was all the more significant at the present time, because it showed that a great industrial democracy remained faithful to the principles and traditions of the International Labour Organisation.

Mr. Fabela and Mr. Garcia Oldini, on behalf of the Mexican and Chilean Governments respectively, associated themselves with the previous expressions of thanks to the British Government.

Mr. Leggett thanked the Governing Body for the warm welcome it had given to the British Government's invitation, and hoped that the session in London would be a fruitful one, not only through a strengthening of personal ties but also through its contribution to social progress throughout the world.

The Chairman, followed by Mr. Justin Godart, Mr. Oersted and Mr. Jouhaux (for the Government, employers', and workers' groups) and Mr. Harold Butler, in the name of the International Labour Office, warmly thanked the Czechoslovak Government for the splendid hospitality which it had given the Governing Body in Prague last October. The Director of the International Labour Office announced that a commemorative booklet would shortly be published, containing the speeches delivered at Prague in tribute to the late President Masaryk.

Mr. Kotek, Government deputy member, thanked the Governing Body in the name of the Czechoslovak Government.

FORTHCOMING SESSIONS OF THE INTERNATIONAL LABOUR CONFERENCE

The Governing Body, in considering the subject of the next two Sessions of the International Labour Conference, recalled that the 1938 Session, which will open on 2 June, has a particularly full agenda. It includes the complicated question of the generalisation of the reduction of hours of work in all industries, and also, as a special item, the regulation of hours of work and rest periods of professional drivers engaged in road transport; the problems of technical and vocational education and apprenticeship; the regulation of contracts of employment of indigenous workers; the recruiting and placing of migrant workers; and the question of statistics of hours of work and wages.

The last-mentioned problem may be disposed of by a single discussion, if the Conference so wishes; but the other five questions will come up for a first discussion only.

As these five questions will be on the agenda for a second discussion and final decision at the 1939 Session of the Conference, the Governing Body unanimously decided not to add any new questions to the agenda of that Session, which is already sufficiently heavy; but it contemplated two further questions for possible inclusion in the agenda of the 1940 Session of the Conference—labour inspection and weekly rest in commercial undertakings.

Reports of the Washington Textile Conference

The Governing Body examined the reports adopted by the Conference on the textile industry held at Washington in April, 1937.

One of the reports proposed the setting up, within the International Labour Organisation, of an international tripartite committee "to study measures necessary to achieve prosperity and social justice in the textile industry, or, more generally, to consider all the economic or social problems of the textile industry."

It was decided by 21 votes against 6 to set up a preparatory Committee of the Governing Body, to be composed of five members of each group—Government, employers', and workers'—to examine the report of the Washington Conference and make proposals regarding measures to be taken by the International Labour Organisation.

The Director's Report

The Governing Body then examined the report of the Director on the recent activities of the International Labour Organisation.

Speakers of all three groups availed themselves of the occasion to pay tribute to the memory of the late Mr. E. L. Poulton, who was a workers' member of the Governing Body from 1921 to 1931 and British workers' delegate at most Sessions of the Conference during that period.

The Governing Body took note of the notification of the withdrawal of Italy from the International Labour Organisation. In this connection, the representatives of the Government and employers' groups expressed regret at the departure of Mr. De Michelis—recalling the prominent part which he played during his long collaboration in the work of the International Labour Office, particularly during his Chairmanship of the Governing Body—and that of Mr. Olivetti, who was an active member of the Governing Body for many years.

The Director's Visit to Malaya and India

The Director of the International Labour Office, Mr. Harold Butler, gave a preliminary account of his recent visit to Malaya, the Netherlands Indies, Ceylon, Pondicherry, and India. During his trip, undertaken at the invitation of all the Governments concerned, the Director was much impressed by the undoubted prestige which the International Labour Office enjoys in every country which he visited.

In Ceylon and India, both British and French, the workers' organisations look to Geneva for assistance and guidance, and freely acknowledge the help which they have received through the ratification of Conventions and the attention paid to the representation of workers' organisations. Employers are for the most part anxious to improve conditions, whenever they believe themselves able to do so without prejudice to their business. The Director found little real resentment against recent legislation in India, and a general readiness to consider the possibility of further progress, provided that it was applied equally by India's competitors in Europe and Asia. He was able to appreciate on the spot the great differences which exist between the social problem as seen from the standpoints of the East and of Europe and America. He announced that he hoped in April to present a more detailed report, containing some appreciation of the labour conditions and problems of the countries visited; but he wished at once to thank the authorities of those countries for the welcome given him and the facilities afforded.

Mr. Majid, representative of the Government of India, and Mr. Erulkar, employers' representative (India), Mr. Kupers, workers' representative (Netherlands), Mr. Oersted, employers' representative (Denmark), Mr. Molenaar, employers' representative (Netherlands), and Mr. Hallsworth, workers' representative (Great Britain), congratulated the Director on the way in which he had carried out his mission and the useful information secured in such a short time. Each speaker drew the attention of the Director to the points which he wished particularly to be developed in the final report which the Director would submit to the Governing Body in April next.

Mr. Justin Godart, French Government representative, and Mr. Jouhaux, workers' representative (France), thanked the Director for his happy intervention, which had led to the settlement of a strike of several months' duration in Pondicherry, where a textile mill had been occupied by the workers since July in consequence of a dispute over certain dismissals. As conciliation had failed, the Governor asked the Director if he would lend his good offices, since the International Labour Office had considerable prestige in the Colony, and an impartial outsider might be able to bring the parties together. Mr. Butler accepted, and was fortunate enough to make a suggestion which enabled both parties to accept arbitration on certain conditions, including immediate evacuation of the factory and guarantees against victimisation.

International Public Works Committee

The Governing Body discussed the proposed Statute of the new International Public Works Committee, which it decided to set up in accordance with a resolution adopted by the 1937 Session of the International Labour Conference.

This Committee is to be the essential organ of international co-operation for the organisation of a far-seeing public works policy intended to prevent unemployment and counteract economic fluctuations. To this end the Conference recommended that the States Members of the International Labour Organisation should communicate annually to the International Labour Office statistical and other information, prepared in accordance with a uniform plan, concerning public works undertaken or planned on their territory.

The Committee would include representatives of States willing to give effect to the Public Works (International Co-operation) Recommendation of the International Labour Conference, of the employers' and workers' groups of the Governing Body, of the Economic Committee, the Financial Committee, and the Organisation for Communications and Transit of the League of Nations, etc.

The Governing Body provisionally approved the Statute of the International Public Works Committee, and decided to convene a first preparatory meeting on 26 June next. Mr. Nečas, Minister of Social Welfare of Czechoslovakia, and former Chairman of the Governing Body, was appointed as Chairman of the new Committee.

STATISTICS

The Governing Body took note of the record of the meeting of the Committee of Statistical Experts which met in October last, at which a number of suggestions of a technical nature were put forward regarding the statistical work of the International Labour Office.

STANDING ORDERS OF THE GOVERNING BODY AND THE CONFERENCE

The Governing Body discussed the report of its Standing Orders Committee, and paid tribute to the great services rendered to the International Labour Organisation by Mr. Ernest Mahaim during his many years as Chairman of that Committee.

The Governing Body then adopted the proposals of the Standing Orders Committee which were intended to give greater elasticity to the procedure for the adoption of International Labour Conventions and Recommendations by the International Labour Conference, and decided to transmit to the Conference, at its Session in June, 1938, various suggestions on the composition of the committees which it will have to set up, and on the system of voting in such committees.

By 20 votes to 8 the Governing Body adopted the conclusions of its Standing Orders Committee concerning the request of the employers' group to bring before the Permanent Court of International Justice the question whether the nomination of Mr. Nicolas Andreev, non-Government delegate, as employers' representative at the Twenty-third Session of the International Labour Conference was made in conformity with the provisions of Article 3 of the Constitution of the International Labour Organisation. After rejecting this proposal, the Standing Orders Committee had suggested that the Office should be instructed to prepare for the April Session of the Governing Body a short report for transmission to the next Session of the International Labour Conference. This report will be limited to a brief statement of the procedure followed and the conclusions arrived at and will not discuss the substance of the question.

DECISIONS OF THE ASSEMBLY OF THE LEAGUE OF NATIONS

The Governing Body considered those decisions of the last Assembly of the League of Nations which affect the International Labour Organisation.

With regard to the resolution of the Assembly concerning collaboration between the League and the International Labour Office in the study of measures to raise the standard of living, Mr. Tzvetkovitch, Yugoslav Minister of Social Policy and Public Health, stressed the importance of workers' co-operation as an economic and social factor; their co-operative societies assist considerably in increasing consumption as well as having an influence on cultural development. Great progress has already been made in the study of this problem in Yugoslavia, particularly in connection with miners and railway workers. The speaker hoped that the League and the International Labour Office, in their work in this field, would pay due attention to this aspect of the problem.

Mr. Garcia Oldini, Chilean Government representative, drew attention to the importance of the resolution of the Assembly concerning studies on the problems of urban and rural housing conditions and of increasing building activity. He recalled that the Labour Conference of the countries of America, held at Santiago-de-Chile in 1936, adopted, on a proposal of the workers' group, a resolution asking the Office to study the problem of urban and rural housing of workers in America. Such a study was a first step in international collaboration in this important field.

SOCIAL INSURANCE

The Governing Body took note of the record of the meeting of experts on social insurance held last December, which was asked to define the general purpose and scope of the enquiries to be made by the Office on the subject of the investment of funds of social insurance institutions.

* * *

The Eighty-third Session of the Governing Body will open at Geneva on 28 April, 1938.

THE FIRST SESSION OF THE PERMANENT AGRICULTURAL COMMITTEE

The Permanent Agricultural Committee, convened by the International Labour Office, held its first Session at Geneva from 7 to 15 February, under the Chairmanship of Mr. Isidro Fabela. The session may be said to have been highly successful.

The meeting was attended by highly qualified experts from twenty-two countries, and also of representatives of agricultural employers and workers and of the important international organisations dealing with social problems in agriculture. Considering its composition and the nature of its work, the Committee may be described as a kind of world agricultural parliament.

It has always been difficult to deal internationally with social problems connected with agriculture. The first task of the experts was to make a preliminary selection of the problems which the agricultural world wished the International Labour Office to take up, to pronounce on their relative importance and the order in which they should be studied, and in general to assist the International Labour Organisation in finding a comprehensive solution of the social problems of agriculture.

The Committee noted that the statistics of the International Labour Office estimate the total number of " gainfully employed " persons in the world at about 865 million, and the number of persons gainfully employed in agriculture at no less than 550 million. Agriculture thus represents more than 60 per cent. of the economic activity of mankind.

The Committee unanimously agreed that the conditions of work and the standard of life of agricultural workers needed improvement. It was also recognised that while the total number of agricultural wage earners was very great, and their conditions of life of great importance, the number of small farmers greatly exceeded that of wage earners, and that the problems of the two groups were equally important. The solution of social problems and the introduction of a satisfactory standard of living on the land were seen to depend, in the last analysis, on the economic situation of agriculture in general.

The Committee concluded its Session by adopting unanimously four resolutions: on holidays with pay, minimum wages, hours of work, and the protection of child labour. These resolutions are intended to guide the activity of the International Labour Office in the agricultural field during the next few years.

HOLIDAYS WITH PAY

Speakers of all groups were in favour of the extension to agricultural workers of the principle of holidays with pay, already applied to workers in industry and commerce and to seamen. It was felt that the time had come to make the institution of holidays with pay in agriculture a general one, and the Committee requested the Governing Body of the International Labour Organisation to place the question on the agenda of one of the very next Sessions of the International Labour Conference.

WAGE-FIXING MACHINERY IN AGRICULTURE

During the general discussion frequent reference was made to the importance of a system of wage fixing in agriculture. The Committee agreed that any international regulation should be wide enough to include all or most forms of wage-fixing machinery at present in use in agriculture, and requested the Governing Body of the International Labour Organisation to examine the desirability of placing this question on the agenda of one of the next Sessions of the International Labour Conference.

HOURS OF WORK

There was no opposition to the principle of a certain degree of regulation of hours of work in agriculture. It was recognised, however, that this field of economic activity presents special difficulties, dependent as it is on climatic and weather conditions which may sometimes make long working hours necessary. The end aimed at should be to lay down a maximum limit over a fixed period of time, leaving a measure of elasticity in application that would take seasonal requirements and climatic differences into account and allow each country to settle details of application, in particular by means of collective agreements.

The Committee was of the opinion that the regulation of hours of work was both possible and desirable in the general interests of agriculture. It adopted a resolution requesting the Governing Body to instruct the International Labour Office to continue its study of the question, with a view to its being placed on the agenda of one of the next Sessions of the International Labour Conference after being submitted again to the Permanent Agricultural Committee in the course of 1939.

THE PROTECTION OF CHILD LABOUR IN AGRICULTURE

The Committee expressed the general opinion that the time had come for the regulation of child labour in agriculture, but felt that the question needed further study in view of certain difficulties of application. The International Labour Office will present a full report on all the aspects of the problem, for final discussion at the next session of the Permanent Agricultural Committee.

PROBLEMS OF AGRICULTURAL LABOUR

The Committee considered that the International Labour Office, in collaboration with other competent authorities, should study methods whereby social protection could be more generally extended to the agricultural population. Hitherto, social insurance and medical services have, in many countries, been made available only to the urban population. It should not be forgotten that many thousands—even millions—of farmers and farm labourers in these countries are in a position greatly inferior to that of industrial employees as regards social protection against accidents, illness, old age, etc. The Committee agreed upon the desirability of an extension of social insurance and medical services to agricultural workers and their families. Some members suggested that the social protection of the small farmer might be furthered by the association of agricultural co-operative societies with Government schemes.

Another subject on which the Committee considered that a special investigation might be made was that of the social effects of mechanisation and rationalisation in agriculture.

The Committee took favourable note of a suggestion by Mr. Sakata (Japan) requesting special studies on the emigration of agricultural workers and on the problem of the conditions of lease of small tenant farmers.

Finally, the Committee agreed that the International Labour Office, in collaboration with other international institutions interested in agriculture—and in particular the International Institute of Agriculture—should study the standard of living and the social and economic conditions of the different categories of small farmers, with a view to the possible adoption of measures for their improvement.

FORTHCOMING MEETINGS

4 April, 1938, Geneva: Committee of Experts on the Application of International Labour Conventions.

22 April, 1938, Geneva: Advisory Committee on Salaried Employees.

28 April, 1938, Geneva: Eighty-third Session of the Governing Body of the International Labour Office.

2 May, 1938, Geneva: Preparatory Technical Meeting on the Coal Industry.

2 May, 1938, Geneva: Advisory Committee on Management.

31 May, 1938, Geneva: Eighty-fourth Session of the Governing Body of the International Labour Office.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

27 June, 1938, Geneva: International Public Works Committee.

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CONFERENCE OF EXPERTS ON THE DEVELOPMENT OF MIGRATION FOR SETTLEMENT

A conference of experts met at Geneva from 28 February to 7 March, 1938, to discuss the problems of " international, technical and financial co-operation with regard to migration for settlement."

The conference brought into direct contact, for the first time, the representatives of the " emigration countries " and the " immigration countries." The isolationist tendencies fostered by the long continuance of the world economic depression might have justified a certain scepticism as to the possible results of such a conference.

The opinion of all the participants, however, is that the meeting was highly successful.

The very representative delegations sent by the countries directly concerned were able to discuss the various aspects of the complex question before them in an atmosphere of cordial co-operation, and the discussions ended in the unanimous adoption of a report of some length, describing measures which would ensure good conditions for the recruiting of settlers from emigration countries and for their transport and establishment in immigration countries.

A new stage has thus been reached in the work of the International Labour Organisation in the field of migration.

It is scarcely necessary to point out that this work dates back to the creation of the International Labour Office, which has devoted to this difficult but important problem a series of publications and meetings, culminating in the adoption by the International Labour Conference of Conventions which are now ratified.

But it should also be remembered how seriously the world economic crisis diminished the possibility of international action concerning the movements of workers from one country to another. It was a resolution of the Conference at Santiago de Chile, in 1936, which opened up a more favourable prospect, when the Latin-American immigration countries showed renewed interest in the colonisation and development of their virgin territories. This resolution enabled the work of the Office to assume a more concrete character and led to this meeting of experts in 1938, where it was possible for the emigration and immigration countries to put forward their points of view and bring them into agreement.

A further stage can soon be entered on if the Governing Body of the International Labour Office accepts the proposal made in this Conference's report, namely, the setting up of a permanent organisation, equipped for the solution of the various problems raised by the development of migration and colonisation.

The Conference of Experts for the development of migration with a view to settlement was presided over by Mr. R. A. Verwey (Netherlands). It was attended by representatives from 18 countries: Argentina, Austria, Bolivia, Brazil, Chile, Colombia, Czechoslovakia, Dominican Republic, Ecuador, Hungary, Japan, the Netherlands, Peru, Poland, Switzerland, Uruguay, Venezuela and Yugoslavia. The Governing Body of the International Labour Office and the Economic Committee of the League of Nations were also represented.

It will be remembered that this Conference, which met as a result of a resolution adopted by the Labour Conference of American States Members of the International Labour Organisation at Santiago de Chile in 1936, was intended to consider the possible means of international technical and financial collaboration whereby the settlement of foreigners could be facilitated, more especially in Latin America.

GENERAL DISCUSSION

The general discussion at the outset clearly indicated the great economic and social importance of migration for settlement. From the point of view of the emigration countries these movements help to alleviate the consequences of over-population in agricultural areas and thus to raise the standard of life of the population. From the point of view of the immigration countries they contribute greatly to the development of the vast economic possibilities which are latent in these countries. For the world in general, they have the advantage of bringing man into closer touch with the soil and thus reducing the economic disequilibrium which disturbs or retards social progress and the promotion of the wellbeing of humanity.

The almost complete stoppage of migration for settlement during the long years of the economic depression had disastrous consequences from every point of view, and these are still being severely felt by the world in general and by the emigration countries in particular.

The discussion at this Conference served to show, however, that at the present moment conditions seem to be more favourable to a resumption of migration movements and that certain immigration countries see a possibility of stimulating their economic development by encouraging increasing numbers of agricultural immigrants to come to the country and settle there. The immigration countries and the emigration countries are at one in considering that if such movements are resumed the conditions must be such as to guarantee reasonable security to those directly concerned and a fair chance of success. This is impossible without certain technical and financial measures which must be taken either by the emigration country or by the immigration country or by both jointly. The value of bilateral agreements between the countries concerned as a basis for such action was particularly stressed.

The fundamental principle on which this joint action must be based is naturally complete respect for the sovereign rights of the emigration and immigration countries in regulating migration currents according to their own interests. Both groups would now appear to agree in recognising the necessity for organised action on the basis of a definite plan.

The discussion also showed that the development of migration for settlement on a large scale is often impossible because sufficient capital is not available to cover the cost of migration, and because, in certain countries, it is difficult to transfer abroad the capital of the migrants who wish to settle there. These problems can be solved only by an international scheme for financing settlement which would go beyond the possibilities of bilateral co-operation between emigration and immigration countries.

These general considerations provide the basis for the report summing up of the work of the Conference, which was prepared by Mr. Pinheiro Machado, Brazilian delegate, and Mr. W. Mazurkiewicz, Polish delegate, and was adopted unanimously.

Report Adopted by the Conference

The report outlines the various special problems involved in the systematic organisation of migration and settlement.

It emphasises in the first place the necessity for a regular and rapid exchange of information between emigration and immigration countries which wish to develop a movement of settlers from the one to the other. The essential point is that an emigrant should know when leaving his own country what are the conditions of existence in the country in which he intends to settle.

The Governments of immigration countries should make known the general conditions for the admission of settlers, the advantages offered to them, the legislative provisions on the subject, the land available, the conditions for acquiring it, the technical equipment required, cost of the initial settlement, the working capital required, taxation, the facilities granted to settlers to fulfil obligations in their own countries, etc.

The Governments of emigration countries, on the other hand, should indicate the number of families or of individual settlers prepared to emigrate, their occupational qualifications, their resources, the rules governing recruiting, the facilities granted to settlers to fulfil obligations in the country of immigration, etc.

It would be desirable for such information to be communicated to the International Labour Office, which would keep it at the disposal of the Governments concerned.

Similarly, the report recommends that official or semi-official services should be established in the countries concerned to provide information and advice to would-be settlers.

As regards the actual organisation of settlement, the report advocates the development or establishment of official technical, financial and other bodies in the immigration countries, which would arrange the transfer of the emigrants to their destination and their settlement in favourable conditions. Where necessary, encouragement should be given to private bodies which, in view of their constitution or of the fact that they are supported by the State or by financial institutions of a public nature or are under statutory supervision, provide adequate guarantees that the interests of the settler will not be sacrificed to commercial profit. One essential condition should be that the land placed at the disposal of immigrants by settlement organisations should not be of disputed ownership.

The report also stresses the necessity for detailed plans of settlement, drawn up or approved by the public authorities in the immigration country.

It points out that in giving effect to such plans administrative facilities and remission from taxation might be granted to settlers : no fees to be charged for recruiting operations or vocational training, exemption from administrative and customs duties, exemption from or temporary reduction of certain taxes, etc.

All such measures mean a considerable increase in the degree of security accompanying migration for settlement. They thereby facilitate the financing of settlement schemes. The settlement organisation and the settler himself will find it easier to raise capital for an operation which has all the greater chances of success because the necessary technical preparations have been carefully made.

But to meet all the expenses of settlement—transport, land, preparation of the land, equipment and cost of maintenance—involves a financial problem which must be solved before migration for settlement can develop. In seeking a solution it is necessary to consider first of all how the cost of organisation and the expenses of the individual settler can be reduced, and in the second place, by what means capital can be obtained by credit operations, either in the emigration country or in the immigration country or elsewhere.

As a means of reducing the cost of settlement the Governments concerned may provide free transport for the settler and his family within their own territories, pay a fraction of the cost of the sea voyage, provide land and implements free or at a reduced rate, etc.

The forms of credit may include assistance to emigrants in disposing of their property, the granting of direct credit to settlers, State intervention in the placing of securities issued by the settlement organisation, etc.

These measures may be taken separately by each of the States concerned or they may form part of a concerted scheme of international action.

TRANSFERS OF CAPITAL AND CURRENCY

In the course of the discussion reference was also made to the desirability of obtaining capital from other countries for the financing of settlement when neither the immigration nor the emigration country has sufficient resources.

The problem of the transfer of currency arises in the case of certain emigration countries which at present find it difficult to obtain the necessary foreign exchange.

The Conference emphasised the importance of these questions, but considered that, in view of its present composition, it was not in a position to arrive at definite conclusions on them.

TASKS FOR THE INTERNATIONAL LABOUR OFFICE

It adopted a resolution on this subject and on the future course of action of the International Labour Office, requesting the Governing Body of the Office to take all necessary steps to bring the conclusions of the Conference to the notice of the Governments concerned.

The resolution also suggests that the Office should organise a regular service of information concerning migration for settlement and should continue its technical researches into the organisation of such movements and in particular into the constitution and working of official institutions connected with them.

The Conference also noted that in the case of certain countries the development of migration for settlement would necessitate, in addition to the measures which it had considered, certain international credit operations on the nature of which it was not competent to make any statement. It therefore hoped that the Governing Body of the Office would undertake the necessary consultations and negotiations with a view to the establishment of a Permanent International Committee on Migration for Settlement, which would include representatives of any countries wishing to participate, and experts on economic, financial and social questions. It would be the task of this Committee to facilitate co-ordination between the emigration and immigration countries concerned, to study in detail the problems of international finance involved in the development of migration for settlement and to carry out any other duties in connection with international credit operations which might be found necessary.

RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

Forty new ratifications of international labour Conventions have been officially registered since the beginning of 1938.

New Zealand has played a particularly important part in this advance, having ratified no less than twenty-two Conventions. These include, in the first place, the Conventions limiting hours of work, i.e. the Conventions of 1919 and 1930 for the general establishment of the 8-hour day and 48-hour week in all industrial and commercial occupations, and the Conventions which constitute the first steps taken internationally towards the reduction of the working week to 40 hours—the Convention of 1935 establishing the principle of the 40-hour week and the Conventions of 1935, 1936, and 1937 applying this principle to the glass-bottle industry, public works, and the textile industry respectively.

Other Conventions ratified by New Zealand concern the following subjects: the weekly rest in industry; unemployment; benefit or allowances for the involuntarily unemployed; the prohibition of the employment of women during the night; the prohibition of the employment of women underground; compensation for accidents in industry and in agriculture; the protection of dockers against accidents; compensation for occupational diseases; minimum wage-fixing machinery; the right of association of agricultural workers; the placing and articles of agreement of seamen; the competency certificates of officers of merchant ships; the inspection of emigrants on board ship; and the prohibition of forced or compulsory labour.

Mexico has ratified nine Conventions—those, namely, dealing with the reduction of hours of work in sheet-glass works and glass-bottle works; holidays with pay; the weekly rest in industry; the prohibition of the employment of women underground in mines; fee-charging employment agencies; the inspection of emigrants on board ship; the medical examination of young persons employed on board ship; and the use of white lead in painting.

France has ratified the Conventions concerning the reduction of hours of work in sheet-glass works and glass-bottle works, the revised Convention concerning the prohibition of the employment of women during the night, and the Convention concerning the prohibition of the employment of women underground in mines.

The last-named Convention has also been ratified by *Finland* and *India*.

The revised Convention concerning the prohibition of the employment of women during the night has been ratified by *Iraq*.

Denmark has ratified the Convention concerning unemployment indemnity for seamen in case of loss or foundering of the ship.

Poland has ratified the Convention concerning the maintenance of migrant workers' pension rights.

On 31 March, 1938, the total number of ratifications of international labour Conventions officially registered was 807.

FORTHCOMING MEETINGS

22 April, 1938, Geneva: Advisory Committee on Salaried Employees.

28 April, 1938, Geneva: Eighty-third Session of the Governing Body of the International Labour Office.

2 May, 1938, Geneva: Preparatory Technical Meeting on the Coal Industry.

2 May, 1938, Geneva: Advisory Committee on Management.

31 May, 1938, Geneva: Eighty-fourth Session of the Governing Body of the International Labour Office.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

27 June, 1938, Geneva: International Public Works Committee.

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Monthly Summary of the International Labour Organisation

1938. No. 4 APRIL

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THE EIGHTY-THIRD SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office held its Eighty-third Session at Geneva from 28 to 30 April, 1938, under the chairmanship of Mr. Leggett, British Government representative.

STATEMENT BY MR. HAROLD BUTLER

At a private sitting at the beginning of the Session, the Director of the International Labour Office, Mr. Harold Butler, made the following statement:

" Mr. Chairman, I wish to make a short personal statement. The Governing Body will remember that at the time of my appointment I requested that my contract should run for a period of seven years only. Although my appointment was, in fact, made for ten years, I nevertheless indicated that I should not desire to remain for so long a period. By the end of this year I shall have been nearly seven years in charge of the Office, and I have asked for this opportunity of informing the Governing Body of my desire to relinquish my post about that time.

" I need hardly assure the Governing Body that I am not making this request without long and anxious reflection, or without having carefully weighed all the consequences to the Organisation. I am glad to think that my successor will be able to take office at a time when the prestige and standing of the Organisation remain unabated, despite the difficulties caused by the recent depression and political troubles of the last few years.

" I naturally face leaving the international work, to which I have devoted nineteen years of my life, with the utmost regret, but I intend to continue to work for the ideals for which the Office stands. I have reason to hope that I may find in my own country an opportunity of service in the social field. In this way I am hoping to keep touch with some at least of the many friends whose collaboration I have valued so much during my association with the Office.

" I am naturally anxious that my departure should cause as little disturbance as possible to the work of the Organisation, and that ample time should be available for the selection of my successor. I am therefore in the hands of the Governing Body as to the precise date at which I should relinquish my post, and can assure them that I shall do everything in my power to render the transition as smooth and easy as possible.

" In order to avoid any misunderstanding, I ought to add that I arranged with the Chairman to make this statement to the Governing Body some days ago, and that I had prepared it before certain unauthorised and inaccurate statements appeared in the Press. The Governing Body will, I am sure, not suppose that I could have entered into any commitment before informing them of my intentions and regularising my position, and I can assure them that I have entered into no engagement incompatible with my position as Director."

After Members of the Government, employers' and workers' groups of the Governing Body had expressed their regret at this announcement, the Governing Body discussed the situation resulting from Mr. Butler's declaration, and decided to place the question of the resignation of the Director on the agenda of the next session, which will open at Geneva on 31 May next.

THE BUDGET OF THE INTERNATIONAL LABOUR ORGANISATION FOR 1939

The Governing Body discussed and approved the report of its Finance Committee on the budget for 1939.

AGRICULTURAL LABOUR PROBLEMS

The Governing Body considered the record of the work of the Permanent Agricultural Committee, which met for the first time in February, 1938.

This Committee, it will be remembered, was attended by highly qualified experts from 22 European and extra-European countries and by representatives of agricultural employers and workers and of the great international organisations which deal with social problems in agriculture, and thus constituted a kind of world parliament of agriculture. It may also be noted that of the 865 million gainfully employed persons throughout the world, 550 million, or over 60 per cent., are engaged in agriculture.

From its first sitting the Permanent Agricultural Committee was able to do very useful work by making a preliminary selection of the social problems in agriculture which seemed suitable for international regulation in the near future, and its first choice fell on the question of the general introduction of holidays with pay in agriculture. The Governing Body agreed to bear this recommendation in mind when planning the agenda of future sessions of the Conference.

The other suggestions made by the Committee were for the continued study of the questions of hours of work, the protection of child labour, and wage-fixing machinery in agriculture, and were also adopted by the Governing Body, as well as the report of the Committee as a whole.

The Promotion of Migration for Settlement

The Governing Body then took up the record of the Technical Conference of Experts on Migration for Settlement, which met at Geneva from 28 February to 7 March, 1938.

This Conference brought emigration and immigration countries into direct contact. In the unanimous opinion of its participants, it marked an important step forward in the search for means of promoting the settlement of foreigners in the as yet undeveloped regions of new countries, and particularly in Latin America. The report of the Conference summing up its conclusions suggests for this purpose a number of technical, economic, social, and financial measures, some of which lie directly within the competence of the International Labour Organisation, while others—such as those dealing with international credit operations—require the creation of a mixed committee, on which the Economic and Financial Organisation of the League of Nations would collaborate with the International Labour Organisation.

The Governing Body decided to transmit the report of the Conference of Experts to Governments and to the Secretariat of the League of Nations. The Director of the International Labour Office will also consult the Secretary-General of the League with a view to investigating in what form the two organisations could co-operate with the Permanent Committee on Migration for Settlement, the creation of which had been recommended by the Conference.

The Application of International Labour Conventions

The Governing Body also decided to communicate to the International Labour Conference, which opens on 2 June next, the conclusions of the Committee of Experts which examined the annual reports submitted by States on the measures taken by them to give effect to the international labour Conventions which they have ratified.

Salaried Employees

It was decided to transmit to Governments the conclusions of the Advisory Committee on Salaried Employees on the vocational representation of salaried employees, the regulation of their conditions of employment, and the definition of the term "salaried employee."

Professional Workers

The Governing Body placed the following questions on the agenda of the proposed next sitting, in 1939, of the Advisory Committee on Professional Workers: the protection of titles and professional organisation for veterinary surgeons; the maintenance of pension rights in course of acquisition by professional workers who change their employment; the work of the Committee of Experts on the rights of performers as regards broadcasting, television, and the mechanical reproduction of sounds; the work undertaken by the International Institute of Intellectual Co-operation in agreement with the International Labour Office concerning unemployment among professional workers. The Committee will also examine from the point of view of professional workers the questions placed on the agenda of the Twenty-fifth Session (1940) of the International Labour Conference.

Miscellaneous Questions

The Governing Body considered the report of the Director of the Office on the activity of the International Labour Organisation.

It decided to convene a preparatory technical conference of representatives of national labour inspection services at Geneva in 1939, to discuss the general principles for the organisation of systems of inspection carried out in industrial undertakings, with a view to provisionally placing the question on the agenda of the 1940 Session of the International Labour Conference.

It also decided to call in the autumn a meeting of the Committee of Experts on Coal Mines with a view to drawing up draft model safety regulations for coal mines.

The Governing Body then appointed the Committee which is to consider the effect to be given to the recommendations made by the Washington Conference on the Textile Industry. This Committee will hold its first meeting at Geneva on 30 May next.

Finally, the Governing Body approved without discussion the report prepared by the Office for submission to the next International Labour Conference on the question of the appointment of an employers' delegate to the Conference by the Union of Soviet Socialist Republics.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts, set up by the Governing Body of the International Labour Office to examine the annual reports presented by States on the measures taken by them to apply the International Labour Conventions which they have ratified, met at Geneva from 4 to 9 April, 1938.

Its task is becoming increasingly important, owing to the growing number of Conventions adopted by the International Labour Conference and of the ratifications obtained. This year 580 reports had been sent by Governments in time to be considered by the experts.

In opening the sitting, Mr. E. J. Phelan, Assistant Director of the Office, recalled that the present difficult time through which the world was passing was largely due to the fragile character of international engagements. He stressed the value of the work of an organisation whose aim is to secure the effective fulfilment of the engagements which States have entered into for the protection of workers.

The Committee appointed Mr. Paul Tschoffen, former Minister of Industry and Labour, and former Minister for Colonies (Belgium), as Chairman, and Mr. McNair, vice-chancellor of the University of Liverpool (Great Britain), as Reporter. The Session was also attended by the following members: Mr. Erich (Finland), Professor Janouloff (Bulgaria), Mr. Quadrat (Czechoslovakia), Professor Rappard (Switzerland), and Professor Georges Scelle (France).

The Committee summed up its conclusions in a report for submission to the Governing Body of the International Labour Office. In this it drew attention to two recent developments in the work of the International Labour Organisation.

The first development noted is that countries are showing a growing concern to bring their national labour legislation into harmony with the provisions of the Conventions which they have ratified. In Latin America, for example, several countries have shown great activity in the field of social legislation. One after another, they are adopting new principles for the regulation of labour conditions, and it is no exaggeration to say that these principles on the whole conform to the standards fixed by the Conventions of the International Labour Organisation. This is recognised as evidence of new and important progress in the work of the Organisation in extra-European countries.

The second new development noted is that during recent years Member States with colonial possessions have shown a steadily growing tendency to extend to these possessions the application of the Conventions they have ratified. It will be remembered that the provisions of a Convention, after ratification by a State Member, while obligatory for the mother country, are not unconditionally compulsory for its colonies, protectorates and other possessions, the extension of the Conventions to such territories being subordinate to the possibilities of adapting them to local conditions. The measures taken with a view to such extension are one of the most interesting developments of international labour legislation with which the Committee has had to deal. While in many cases these measures are chiefly precautionary in character—since the industrialisation of colonies is only beginning—they are of great practical importance for the future. In certain cases, moreover, such measures have been immediately followed by practical results, such as the adoption of workmen's compensation schemes and minimum wage scales.

In their report, the Experts also stress the value of the regional conferences of representatives of labour inspection services which the International Labour Office convened at The Hague in 1935 and at Vienna in 1937. They also state that they attach great importance to the proposed technical conference to be convened in 1939 to prepare for the adoption of a Convention on the principles of labour inspection by a future session of the International Labour Conference. The existence of a well-organised labour inspection service, fully convinced of the necessity of a strict application of International Labour Conventions, constitutes, they affirm, one of the chief guarantees for the efficacy of these Conventions.

THE ADVISORY COMMITTEE ON SALARIED EMPLOYEES

The Advisory Committee on Salaried Employees, set up by the International Labour Office as a means of consulting salaried employees' organisations on the social problems which more particularly concern this important category of workers, met at Geneva on 22 and 23 April, 1938.

One of these problems in nearly every country is that of defining what is in fact meant by the term "salaried employee." What is a salaried employee? What distinguishes a salaried employee from other employed persons? The lack of legal exactitude on the subject gives rise to innumerable difficulties whenever there is a question of applying to salaried employees the social laws adopted for other workers in industry and commerce.

The Advisory Committee discussed this question on the basis of a study prepared by the International Labour Office explaining the legal status of salaried employees in various countries.

Until such time as it is possible for the different States to accept an international definition of the term "salaried employee," the Committee considered that it would be highly desirable for this matter to be regulated in every country on a national basis at the earliest possible date.

In the light of the principles which experience has shown to give the greatest guarantees, the Committee was of the opinion that the best procedure would be to formulate a general definition based on the predominantly non-manual character of the work performed. This general definition would be supplemented, if necessary, by a list of the occupations or undertaking in which the workers could be considered to belong to the category of salaried employees for the purposes of legislation.

In this connection the Committee drew special attention to the necessity for establishing a clear legal definition of the status of commercial travellers and representatives, whose position is very vague in a large number of countries.

The Committee also had before it a report by the International Labour Office on the various systems introduced in certain countries during recent years to ensure organised contact between salaried employees and employers for the study of questions which might be the subject of legislation or be regulated in contracts of employment.

On the ground that it would be desirable if the principle of the occupational representation of salaried employees were accepted as widely as possible, provided always that the free exercise of trade union rights were not thereby impeded, the Committee considered that encouragement should be given to efforts made in recent years—for example, in Belgium, France and Great Britain—to set up joint committees for private undertakings (commercial establishments, banks, insurance companies, etc.), especially as the experience gained in this field over a long period of years in public administration and services had been appreciable.

In conclusion, the Committee studied the documents prepared by the International Labour Office on the regulation of the conditions of work of all groups of salaried employees and technicians. It expressed the wish that in every country measures should be taken in agreement with the trade union organisations for the introduction of regulations, in the form of legislation or of collective agreements, to meet the economic and social needs of salaried employees and provide for their legal protection, with special reference to stability of employment, termination of contracts, the protection of salaried inventors, the radius clause, the reduction of hours of work, shop closing, holidays with pay, sick leave and social insurance, and arrangements for health and comfort. The Committee also considered that measures are required to remedy the insufficient payment of many classes of salaried employees.

After drawing the attention of Governments and employers to the necessity for specially protecting young and old salaried employees, the Committee requested the International Labour Office to continue and extend its collection and dissemination of information on all these points, such work having proved extremely useful to all concerned.

* * *

Opening the session in the absence of the Director, Mr. E. J. Phelan, Assistant Director of the Office, paid homage to the memory of the late Mr. Thiele, who took a very active part in the organisation of salaried employees. Speaking of the rôle of the Advisory Committee, Mr. Phelan recalled that one of the fears of Albert Thomas, the first Director of the International Labour Office, was that after a time that organisation might become merely a bureaucratic institution and a centre for purely academic meetings. To avoid this danger he had made every endeavour to collaborate directly with delegates of all organisations, and thus to remain in close contact with the life of the workers. This tradition had been maintained, and as it was impossible for the Office to go itself to all parts of the world in order to maintain this contact, meetings such as that being held enabled it to fulfil its proper part in this field. Mr. Phelan added that, whatever the political conditions might be, such meetings rendered the greatest service to the cause of peace by giving a practical example of international collaboration.

* * *

The following were present at this sitting of the Committee:

Representing the Governing Body of the International Labour Office: Mr. Gambs (Government, United States) and Mr. Charles Schürch (worker, Switzerland).

Salaried employees' members: Mr. L. Christophe (Belgium), Mr. J. Hallsworth (Great Britain), Mr. Pacowsky (Czechoslovakia), Mr. J. A. Lundgren (Sweden), Mr. J. Nauta (Netherlands), Mr. Jean Portalier (France), Mr. Henryk Raabe (Poland), Mr. W. G. Spiekman (Netherlands), and Mr. Gaston Tessier (France).

Mr. Charles Schürch (Switzerland) was elected chairman.

FORTHCOMING MEETINGS

31 May, 1938, Geneva: Eighty-fourth Session of the Governing Body.

2 June, 1938, Geneva: Twenty-fourth Session of the International Labour Conference.

27 June, 1938, Geneva: International Committee on Public Works.

25–27 October, 1938, London: Eighty-fifth Session of the Governing Body.

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Monthly Summary of the International Labour Organisation

1938. No. 5 MAY

This Summary *is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed.*

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THE TWENTY-FOURTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-fourth Session of the International Labour Conference will open on Thursday, 2 June, at Geneva, in the New Assembly Hall of the League of Nations building.

No fewer than six items are on the agenda.

First is the important problem of "*the generalisation of the reduction of hours of work.*" It will be remembered that, in 1935, the International Labour Conference adopted a draft Convention whereby every State which ratified it was committed to the principle of the 40-hour week, without any reduction of the worker's standard of living, and undertook to apply that principle to different categories of workers by separate Conventions. Such a Convention was adopted in 1935 for automatic glass-bottle works and in 1936 for public works. In June, 1937, a draft Convention was adopted extending the application of the 40-hour week to the textile industry.

These results, affecting a large part of the working world, confirm the importance of the stride already made by the International Labour Organisation towards the international reduction of hours of work. The 1937 Conference, nevertheless, felt that this procedure of the application of the 40-hour week, industry by industry, would take too many years before a result satisfactory to all workers was reached; and it adopted a resolution requesting the discussion of "the question of the generalisation of the reduction of hours of work in all fields not covered by Conventions previously adopted."

The Governing Body of the I.L.O. has acted on this resolution, and thus the whole problem will again be discussed by the 1938 Session of the Conference with the benefit of new data on the subject acquired through recent experience.

The regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport is another important item on the agenda of this Session. This question is of direct interest to a body of workers steadily increasing in numbers with the expansion of road transport, and also has a direct bearing on the safety of the public. It is well known that a great number of road accidents are due to the over-fatigue of drivers.

The Conference will also deal with *technical and vocational education and apprenticeship*. This question is of great importance at the present time owing to the lack of skilled workers in certain industries.

A further step will be taken by the Conference in the campaign of the International Labour Organisation to protect indigenous workers against various forms of compulsion to which they are subject. The Conference will discuss this year *the regulation of contracts of employment of indigenous workers*.

The Conference will also consider the possibilities of international agreements on *the recruiting, placing, and conditions of labour (equality of treatment) of migrant workers*. This discussion will be particularly opportune at the present time, when prospects for a renewal of the flow of migration seem more favourable.

Practical methods of improving, and making more comparable, *the statistics of hours and wages in the principal mining and manufacturing industries, including building and construction, and in agriculture*, will also be discussed by the Conference. Methods of compilation of such statistics are too often different between one country and another, and any international study is thus rendered difficult. Only an international agreement can solve this problem.

The Conference may adopt a Convention on this last question, at this Session, but the other problems on the Agenda will undergo a "first discussion" with a view to a definite decision next year.

Besides the six questions on the agenda, the Conference will examine decennial reports on the application of the following five Conventions: that of 1925 on night work in bakeries; those of 1926 on seamen's articles of agreement and repatriation; and those of 1927 on sickness insurance in industry and in agriculture.

The Conference will also have before it the annual reports submitted by Governments on the measures taken by them to apply Conventions which they have ratified.

Finally, the Conference will, as usual, discuss the Report of the Director of the International Labour Office on the activity of the Organisation.

REPORT OF THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE TO THE TWENTY-FOURTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

Mr. Harold Butler, Director of the International Labour Office, has sent to all the Governments of States Members of the International Labour Organisation his Annual Report to the Twenty-fourth Session of the International Labour Conference.

Economic Recovery and Social Progress

Mr. Butler notes, first of all, that the summer of the year 1937 " marked the summit of the boom of the thirties." The indices of world industrial production exceeded the figures for 1929, " whose fabulous prosperity had become a distant mirage." The decline in world unemployment, the increase in international trade and all other indices showed a similar trend. That the boom should have reached such considerable dimensions in spite of all the political obstacles in its way is "a remarkable testimony alike to the tenacious optimism of humanity and to the unfathomed possibilities of economic expansion which lie at its door."

This recovery was, however, not evenly distributed among the principal industrial countries: while some benefited considerably, others hardly emerged from the shades of depression. Moreover, the boom itself had always led a suspect existence, because of the rôle played in it by the " mad race in armaments." It is impossible to estimate accurately how far the wave of industrial and commercial activity was due to the abnormal activity of war industries, as information is scanty. Mr. Butler adds :

> " What is certain, however, is that genuine prosperity might have been more abundant and its prospects of endurance greater, had not an excessive portion of the national wealth of almost every country been diverted to war equipment."

The Director of the International Labour Office then shows that, in spite of all the national experiments, no matter how successful, a high standard of living cannot be achieved by national effort alone.

> " Peace as well as prosperity is dependent in large part on international trade. For countries with a large and rich territory at their disposal, trade with other nations is none the less necessary to maintain their standard of life or to raise it still further."

But, as the charts in the Report show, 1937 " was not a year of unalloyed prosperity." And "if the record were carried into the first few months of 1938, the turn in the economic tide would be still more clearly shown." Among the untoward developments which became evident already in the spring and summer of last year, the Director notes : a decline on the stock exchanges in a number of countries ; a rise in wholesale prices, involving an increase in the cost of living in many countries ; and a fall in the prices of a number of raw materials, forced to unduly high levels by speculation. Nevertheless, despite a sharp recession in industrial activity in the United States, and a marked reduction in its imports from other countries, the effects on the rest of the world have thus far been comparatively slight. From a purely economic point of view, Mr. Butler states that there would seem to be no obvious reason for pessimism.

However, at the end of this chapter of his Report, which he has headed " Prosperity Regained—and Lost ? " he says that it would be foolish to regard the present situation with any kind of optimism.

> " Indeed, by some readers of this Report, the cheerful passages describing the remarkable economic and social achievements of the past few years and the hopeful projects for a better future may be suspected of bitter irony. With war blazing in the Far East and in Spain, with Europe once more an armed camp, with the fear of war obsessing the public mind everywhere, all thoughts and plans of social progress may well seem more appropriate to some other planet. No secret of intense warlike preparations is made in a large number of countries. Progressively the whole national life and the activity of every individual is being subordinated to the requirements of the State in the event of conflict. Every country which feels itself menaced and insecure is perforce driven along the same road. Individual freedom and economic expansion are more and more cramped and distorted by the over-riding necessity of national preparedness . . . What was last year a darkening shadow now threatens to blot out the light from the whole earth. As will be seen in subsequent chapters, war is already invading the social field. It has already blocked some of the main avenues of advance, and may soon begin to sap the social edifice which this generation has raised. Should another general war break out, a total collapse is practically certain."

After his survey of the general situation, which affords ample evidence of the considerable degree of prosperity which has now been regained, the Director of the International Labour Office sums up the " social balance " of the past year, which seems to be on the side of positive achievement.

" Judged by the first and most important test, the state of employment, *there is no doubt that in most countries the industrial worker was in a far better position in* 1937 *than at any time since* 1929. The index compiled by the International Labour Office for the world as a whole shows that unemployment was just above the 1929 level." Except in Germany, *the general increase of prosperity has brought with it a general improvement in wages.* The development and the extension of social insurance are successfully continuing. Progress has also been made in the direction of better housing and better nutrition.

> " If it were possible," says Mr. Butler, " to isolate social phenomena and to consider them in complete abstraction from the economic and political conditions by which they are largely determined, it would be possible to say that on the whole, considerable strides have been made in the last few years. Unfortunately, under existing economic and political circumstances the advances made cannot be regarded as secure or permanent. Only when suitable political and economic conditions are restored can they be properly consolidated. For it cannot be too often repeated that without real economic prosperity no lasting social progress is possible and that without real peace between nations, economic prosperity is largely illusory and precarious."

Hours of Work

The important question of the reduction of hours of work is the subject of a special chapter in the Report. The generalisation of this reform is one of the chief items on the agenda of this year's Session of the International Labour Conference, which will have before it very full documentation on the question. Mr. Butler shows how the reduction of hours of work, which began as an emergency measure to combat the disastrous social consequences of the slump, has now come to be regarded as the next phase in the evolution of social progress.

In actual fact, he remarks, there has not been as overwhelming a landslide towards the 40-hour week as there was towards the 48-hour week in 1919. Indeed, in 1937 the tendency was towards extending rather than curtailing the actual number of hours worked. *Hours of work have been lengthened in countries actually at war and also in certain countries where armament or rearmament is being driven forward at high pressure.* Thus " hours of work have been lengthened in two countries actually at war—Japan and Spain " . . . and longer hours have also been resorted to " in countries where preparedness for war now overshadows all other considerations."

The Report also describes the essential features of the application of the 40-hour week in the countries which have adopted this measure, and pays particular attention to the " French experience."

The conclusion is clear from this survey that the tendency towards shorter hours continues, though checked through certain transitory circumstances. The problem remains, and its solution will be more urgent than ever when the armaments race inevitably slows down.

Progress of the Organisation

In the next part of his Report, Mr. Butler deals more directly with the activity and progress of the International Labour Organisation.

> " It would be idle to deny," he writes, " that the developments of the past two years have caused a good deal of disaffection towards international political institutions among those of short sight and little faith. The reversion to purely nationalistic modes of thinking in the realm of politics might have been expected to produce a similar decline of international co-operation in the social and economic spheres. Yet it may be said with some confidence that despite the departure of Italy, regrettable though it be, there are no signs of weakening in the International Labour Organisation. Its stock stands high. Its membership is as representative and powerful as it was five years ago. In every one of the five continents its reputation and its influence are as great now as then."

The Report draws attention to one important change in the history of the International Labour Organisation which the events of the last five years clearly denote. It is due to the re-distribution of economic power in the world that it is becoming more and more evident. Europe has lost part of its former economic preponderance to extra-European countries. This shifting balance of power has been progressively reflected in the constitution and activities of the International Labour Organisation. Its centre of gravity is slowly being displaced. Mr. Butler stresses, in particular, the growing importance of the East from the industrial point of view and the new problems continually arising therefrom. Such developments open larger horizons to the Organisation, and are calculated to quicken rather than slacken its rhythm.

> " A new period of intense and varied activity is opening out before the Organisation," concludes Mr. Butler. " Its purview is no longer confined to the technical problems of industrial regulation, which it inherited from the International Association for Labour Legislation. Its horizon embraces all those wider questions which are inherent in the vast problems of stabilising employment and lifting the standard of life to more civilised levels everywhere. These problems are squarely attributed to the jurisdiction of the Organisation by its Constitution. They are of the essence of its existence. In the future its work may not be cast in the same conventional moulds.
>
> Its Constitution may have to be adapted to meet new circumstances as they arise. Its centre of gravity will no longer be located in the middle of Europe. Its outlook will become more world-wide as time goes on. It may some day acquire the universality which it has never yet entirely achieved. But whatever its vicissitudes, its future is assured as long as civilisation based on the economic dependence between nations and a common aspiration to improve the lot of the great masses of mankind endures."

CONFERENCE ON THE COAL-MINING INDUSTRY

A Technical Tripartite Meeting on the Coal-Mining Industry was held at the International Labour Office from 2 to 10 May, in order to consider the question of the reduction of hours of work in coal mines, account being taken of the economic and social factors which may have a bearing on hours of work.

Ten countries took part, viz., Belgium, Brazil, Chile, Czechoslovakia, France, Great Britain, the Netherlands, Poland, the United States of America, and Yugoslavia; and Greece sent an observer. The Governing Body of the International Labour Office and the Secretariat of the League of Nations were also represented.

In welcoming the delegates, who included Government, employers' and workers' representatives of the greatest coal-producing countries of the world, Mr. Leggett, Chairman of the Governing Body of the International Labour Office, recalled the origin and object of the Conference. He stressed the great possibilities of the International Labour Organisation as a means of developing collaboration between men. No progress was possible in an industry so universal as coal-mining without close personal contact between employers and employed in coal-producing countries. From a wider point of view it might be said that at the present time there was no greater need than to show that international problems could be settled by peaceful discussion. The International Labour Organisation was a centre where it was sought to apply the laws of reason to the solution of social questions, and there were put to the proof the pacific methods which the world wished to be preserved. It had already set up an organisation which, if not perfect, had yet rendered great services.

Mr. Raven, Belgian Director-General of Mines, representing the Belgian Government, was elected President of the Meeting. In thanking his colleagues he briefly recalled the circumstances which led to the calling of this Meeting. In 1936 the International Labour Conference had prepared a Draft Convention limiting hours of work in coal mines to 7¾ per day and 38¾ per week, which, however, failed to secure the necessary two-thirds majority and was not adopted. The Conference then passed a resolution requesting the Governing Body of the International Labour Office to consider the possibility of convening a tripartite technical meeting on the question, to be composed of Government, employers', and workers' representatives. Since then, moreover, changes in mining hours regulations had been made in several countries, for example, France, Poland, and Belgium, thus introducing new elements in the discussion of the problem.

Mr. W. A. Lee (Great Britain) and Mr. Pierre Vigne (France) were elected respectively employers' and workers' Vice-Presidents of the Meeting.

The Meeting entered first on a comprehensive general discussion, during which it reviewed the economic and social factors which may have a bearing on hours of work in the coal-mining industry.

It next considered the points on which Governments might be consulted with a view to the international regulation of hours of work in the industry.

As regards the form of the regulations, the Workers' Group unanimously urged that there should be a special Convention for the coal-mining industry, so that the long-established tradition might be followed of taking account of the particularly onerous working conditions of miners. The representative of the United States Government was of the same opinion.

The Meeting then discussed various possible formulæ for the limits of the daily and weekly hours spent in the mine: 7¾ hours per day and 38¾ per week; 8 hours per day and 40 hours per week, etc. The Belgian Government representative asked the Meeting to consider the possibility of a limitation to 7¾ hours per day, with a weekly limitation of 40 hours as an average calculated over a period consisting of 6-day weeks and 5-day weeks.

The Polish Government representative stated that his Government could not accept a 5-day week, no matter what daily hours were worked, and he asked that Governments should be consulted on the limits of 7½-hours per day and 45 hours per week.

The French Government representative accepted the Belgian Government's proposal, which would leave the door open for compromise arrangements on the basis of 5 days or 6 days per week. France wished to keep the 5-day week for coal mines, which was felt to be the best scheme in that country.

The Workers' Group unanimously upheld the system of the 7¾-hour day and the 38¾-hour week, and stressed the necessity of an exact limit for the working day, whatever might be the system adopted for the working week.

The United States workers' representative declared that the workers of his country were in favour of a general reduction of hours of work in coal mines throughout the world, but they would maintain their own demands for a 6-hour 5-day week.

The Meeting then took up the question of the gradual application of the international regulations should the immediate application of the 38¾-hour week prove difficult.

The Polish Government representative proposed that in such a case a transitional scheme with flexible provisions and lasting two to four years should be applied.

The French Government representative stated that as a compromise he would agree to a transitional scheme for a maximum period of two years on the basis of an average week of 42 hours, which might be made up either of 11 shifts of 7 hours 38 minutes each per fortnight (6 shifts in one week and 5 shifts in the following week) or of 6 equal shifts of 7 hours each per week.

Mr. Pierre Vigne, in the name of the whole Workers' Group, stated that the Group in a spirit of goodwill and conciliation and with a view to assisting in the adoption of an international Convention was willing, provisionally and as a compromise, to support the French Government's scheme.

The United States Government representative congratulated the French Government and the Workers' Group on the gesture they had made in the interests of the success of the work of the Meeting.

The Meeting then discussed a series of points dealing with: the making up of shifts lost through public or local holidays, interruptions of work owing to accidents, etc.; the prohibition of work on Sundays and public holidays; extensions of hours for continuous operations, or for preparing and terminating work; overtime placed at the disposal of undertakings; the utilisation of collective agreements for the application of international regulations; hours of work schemes for surface workers on underground mines, and for workers in open mines; the possibility of providing special schemes for certain countries, etc.

In conclusion, the Government delegates of Belgium, Chile, France, Great Britain, the Netherlands, Poland, and the United States of America presented the following resolution, which was adopted by the Meeting, the Employers' Group abstaining:

> The Technical Tripartite Meeting on the Coal-Mining Industry:
>
> 1. Taking account of the fact that the question of the reduction of hours of work in coal mines figures on the agenda of the June, 1938, Session of the International Labour Conference as part of the item concerning the generalisation of the reduction of hours of work;
>
> 2. Notes that the proceedings of the present Tripartite Meeting have provided the Office with all the information and opinions necessary for drafting a questionnaire with a view to the consultation of Governments on the reduction of hours of work in coal mines;
>
> 3. Records its belief that a discussion of the question of the reduction of hours of work in coal

mines as a first discussion at the June, 1938, Session of the International Labour Conference appears unnecessary ;

4. Expresses the opinion that, for the continuation of the work, it would be desirable to provide for the placing of the question of the reduction of hours of work in coal mines on the agenda of the 1939 Session of the International Labour Conference as a separate item and with a view to final discussion.

The Technical Tripartite Meeting on the Coal-Mining Industry concluded its work by unanimously approving the report to be submitted to the Governing Body of the International Labour Office.

The report is an objective account of the discussion which took place on the question of the reduction of hours of work in coal mines, taking account of the social and economic factors which may have a bearing on hours of work.

Before the Meeting closed Mr. Charles Baron, in the name of the Government delegates, Mr. Parent, for the employers' delegates, and Mr. W. Lowther, for the miners' delegates, paid tribute to the President, Mr. Raven, for his capable chairmanship, and to the excellent preparatory work of the International Labour Office.

In thanking his colleagues, Mr. Raven stressed the spirit of mutual understanding which had actuated all members of the Meeting during the discussions of the difficult problems that had taken place. That spirit had meant that useful work had been done and that a report would be submitted to the Governing Body of the Office containing the necessary elements for a satisfactory solution of the problem for coal-producing countries.

Mr. Harold Butler, Director of the International Labour Office, also referred to the harmonious atmosphere of the Meeting, which had been a contrast to that at earlier Conferences on the same question and which marked the progress achieved in the consideration of the problem. The report of the Meeting would give the Office a new and sound basis for its work for the achievement of fruitful results.

EIGHTY-FOURTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Eighty-fourth Session of the Governing Body of the International Labour Office met at Geneva, on 31 May, 1938, under the Chairmanship of Mr. Leggett (Great Britain).

Conference on the Coal-Mining Industry

The Governing Body considered the report of the Preparatory Technical Meeting on the Coal-Mining Industry which was held at Geneva from 2 to 10 May.

As is stated elsewhere in this issue, this Meeting, attended by the representatives of ten countries, including the world's most important coal-producing countries, succeeded in changing the atmosphere in which previous discussions on the reduction of hours of work in coal mines had been held. After a full general discussion, the Meeting unanimously adopted a report, which the Governing Body decided to transmit to the International Labour Conference. At the Session opening on 2 June, the Conference is to discuss the question of the reduction of hours of work in coal mines as part of the wider question of the "generalisation of the reduction of hours of work," which is the principal item on the agenda.

Advisory Committee on Management

The Governing Body decided by 20 votes to 6 to publish the records of the Session of the Advisory Committee on Management, held on 2 and 3 May, which studied the practical measures to be taken to alleviate the immediate social consequences of certain forms of rationalisation on undertakings, and of the rapid and intensive mechanisation of production. It also discussed the use of office machinery and its influence on conditions of work for staff.

Mr. Harold Butler's Visit to Egypt

The Governing Body then considered the Report of the Director of the International Labour Office on the activity of the International Labour Organisation.

Mr. Butler took this opportunity to summarise the impressions of his recent visit to Egypt, and expressed his pleasure at having re-visited that country now that it is a fully independent State and a Member of the International Labour Organisation. He thanked the Egyptian Government and the employers' and workers' organisations for the warmth of their reception.

Resolutions of the Santiago Conference

The Governing Body considered a Report prepared by the Office on the measures taken to give effect to the resolutions adopted by the Conference held at Santiago de Chile in January, 1936. This Report gave an account of the useful work accomplished in consequence of this first "Labour Conference of the American States which are Members of the International Labour Organisation," and suggested that the time had perhaps come to consider the possibility of convening, whenever circumstances may make it desirable, periodical Conferences similar to that at Santiago. It will be for the Governing Body of the Office to take the necessary decisions on the matter.

Miscellaneous Questions

The Governing Body approved a Report on the decisions of the Assembly of the League of Nations which affect the International Labour Organisation, and in particular on the practical collaboration between the Secretariat of the League and the International Labour Office in the sphere of social questions.

Mr. J. G. Winant, Assistant Director of the International Labour Office, then made before the Governing Body the declaration of loyalty prescribed by the Staff Regulations for the high officials of the Office.

The Governing Body decided that its Autumn Session, to be held in London at the invitation of the British Government, should open on 28 October next.

* * *

At a private sitting the Governing Body considered the question of the resignation of the Director of the

International Labour Office, and adopted the following Resolution :

> "The Governing Body decides to accept, with much regret, the resignation of the Director, and desires to place on record its sincere gratitude to him and its high appreciation of the very great services which he has rendered to the International Labour Organisation since its inception.
>
> "The Governing Body further decides to proceed to the election of a Director at a Special Meeting of the Governing Body on 4 June."

ADVISORY COMMITTEE ON MANAGEMENT

The Advisory Committee on Management held a meeting at Geneva at the International Labour Office under the Chairmanship of Mr. Hume Wrong (Government representative, Canada).

On the basis of a Report prepared by the International Labour Office, the Committee studied the practical measures to be taken by undertakings to alleviate the immediate social consequences of the elimination of surplus works or technical equipment, and of the rapid and extensive mechanisation of production.

Current industrial transformations, and more especially those introduced during economic depression, very often involve the total or partial suppression, either temporarily or permanently, of whole undertakings or individual workshops, and of certain machines or groups of machines. The consequence is the suppression of certain posts, and therefore the dismissal of the workers who previously held them. Similar consequences follow the application of all kinds of technical inventions which lead to the progressive mechanisation of certain production processes, or even to their becoming entirely automatic.

The Committee held that these drawbacks might be alleviated by measures taken by the undertaking itself which is obliged to dismiss workers in this manner. It drew up a list of such measures, which may be classified as follows :

(*a*) Preliminary measures calculated to postpone or reduce to the strict minimum, or even avoid, dismissals, and in the first place the reduction of hours of work and the transfer of workers to other services ;

(*b*) measures for organising inevitable dismissals in the most appropriate manner, taking into account all the psychological and moral issues involved. Among these measures, the Committee proposed the selection of workers for dismissal on the basis of objective criteria, the information of the staff in advance, and the careful spreading of dismissals over a certain period ;

(*c*) measures to help workers who are dismissed : material assistance and occupational assistance ;

(*d*) measures of adjustment among the remaining staff : occupational adjustments, wage adjustments and psychological adjustments ;

(*e*) general measures, such as collaboration with staff representatives, collaboration with other undertakings, and collaboration with official or private bodies such as trade unions, employers and industrial organisations, employment exchanges, public authorities, and social service and welfare institutions.

The Committee also considered a Report prepared by the International Labour Office on the use of office machinery and its influence on conditions of work for staff. It noted that the increasingly extensive use of office machinery affects the office worker in several ways, physiological and psychological, in his employment and conditions of work, and in his occupational status. This sub-division provided the Committee with a basis for classifying the measures that can be taken to meet the unfavourable consequences of mechanisation for the staff.

The Committee suggested various technical means of mitigating the physiological and psychological consequences of the mechanisation of office work.

As regards the general effects of the use of office machinery, the Committee expressed the opinion that, as in the case of industrial work, a reduction of hours of work in offices would help to reduce these drawbacks.

As a means of counteracting the occupational consequences of the use of machines, the Committee held that the social guarantees of every kind recognised as due to industrial workers should be granted equally to office employees, more especially by a general extension of social legislation and of the system of collective agreements.

* * *

The following persons attended the Meeting of the Committee :

Representatives of the Governing Body of the International Labour Office : Mr. Wrong (Canada), Mr. Fabra Ribas (Spain), and Mr. Fabela (Mexico) for the Government group ; Mr. Curcin and Mr. Tzaut for the employers' group ; and Mr. Krekitch, Mr. Schürch, and Mr. Nemecek for the workers' group.

Experts : Mr. Ferasson (France), President of the Paris Chamber of Commerce ; Mr. Drechsel (Belgium), Director of the Mons Higher Commercial Institute ; Mr. Hedberg (Sweden), Director of the Lumar Co-operative Society ; Mr. Wallace Clark (United States), Member of the Executive of the International Committee of Scientific Management.

Invited to be present : Mr. Wranck (Czechoslovakia), representative of the International Institute of Intellectual Co-operation.

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THE NEW DIRECTOR AND DEPUTY DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office met on 4 June, under the Chairmanship of Mr. F. W. Leggett (Great Britain), and appointed Mr. John G. Winant, Assistant Director, to the post of Director of the International Labour Office, in the place of Mr. Harold Butler, when the latter's resignation takes effect at the end of the present year.

The Governing Body also agreed that the post of Deputy Director should be restored. Mr. Butler announced the appointment of Mr. E. J. Phelan to this position.

Mr. John G. Winant

John Gilbert Winant, who has been appointed Director of the International Labour Office, was named an Assistant Director of the Office in April, 1935. However, at the request of President Roosevelt he returned to the United States in October of the same year to accept the chairmanship of the newly-created Social Security Board. After his resignation from the Social Security Board late in 1936 he again returned to Geneva as an Assistant Director of the International Labour Office.

Born in New York City, 23 February, 1889, Mr. Winant attended St. Paul's School in Concord, New Hampshire, and Princeton University. He holds the degree M.A. from Dartmouth and Princeton Universities, and LL.D. from the University of New Hampshire and Knox and Oberlin Colleges.

In 1917, and again in 1923, Mr. Winant served as a Member of the New Hampshire State Assembly; and in 1921, as a Member of the New Hampshire State Senate. In 1924 he was elected Governor of New Hampshire; and his re-election in 1930 broke the one-term precedent for the Governorship that had existed in New Hampshire for more than 100 years. At the expiration of his second term in 1932, he was elected for a third time.

During the World War, Mr. Winant served as a captain with the American Expeditionary Force in France. His services as Chairman of the Textile Inquiry Board during the textile strikes of 1934 won him wide recognition in the United States, as did the services he rendered as Chairman of the Social Security Board in 1935-36.

When the World Textile Conference was held in Washington in April, 1937, Mr. Winant was chosen Chairman of the Conference.

He is Vice-President of the National Playground and Recreation Association of America; Director of the National Tuberculosis Association; Trustee of the International Y.M.C.A. College; and a member of the New England Council of the Boy Scouts of America. He is also a former President of the National Consumers' League.

Mr. Edward Phelan

Deputy Director of the International Labour Office

Mr. Edward Joseph Phelan, former Assistant Director of the International Labour Office, who has been appointed Deputy Director, was born at Waterford, Ireland, in 1888.

He took his B.A. and M.Sc. at the University of Liverpool, and entered the Civil Service, where he became chief investigator at the Board of Trade and then at the Ministry of Labour. During the war he was a member of the British Foreign Office Mission to Russia.

At the Peace Conference in 1919, Mr. Phelan was Secretary of the Labour Section of the British Delegation, and thus has been closely associated from the very first with the development of the International Labour Organisation. He was successively deputy-secretary of the Organising Committee of the first International Labour Conference, and principal secretary of that Conference when it met at Washington. On the creation of the International Labour Office in 1920, the late Albert Thomas named Mr. Phelan Chief of the Diplomatic Division; and since 1933, he has been an Assistant Director of the I.L.O.

He is the author of "Yes and Albert Thomas," and of many articles on international problems, such as: "Labour Proposals before the Peace Conference"; "Unemployment as an International Problem"; "The United States and the International Labour Organisation"; and "The New International Civil Service."

THE TWENTY-FOURTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-fourth Session of the International Labour Conference was held in Geneva from 2 to 22 June, the President being Mr. Waldemar Falcao, Minister of Labour, Industry and Commerce of Brazil, and the Vice-Presidents Mr. Aalberse, Netherlands Government delegate, Mr. Knob, Hungarian Employers' delegate, and Mr. Hallsworth, British Empire Workers' delegate.

The Conference met for the first time in the new Assembly Hall in the League of Nations building.

The Conference was attended by 416 delegates and advisers, representing 50 States—a figure which almost equalled that of the 1937 Session, which was the largest so far held.

The presence of nine Ministers responsible for social affairs in their respective countries, including for the first time Miss Frances Perkins, Secretary of Labour of the United States, was a further proof of the interest taken by Governments in the work of the Conference.

This year again the agenda was particularly heavy. It included six items of very wide scope, concerning a variety of aspects of international social problems. It will be remembered that the items, in the order in which they were placed on the agenda, were as follows :

I. Technical and vocational education and apprenticeship.

II. Regulation of contracts of employment of indigenous workers.

III. Recruiting, placing and conditions of labour (equality of treatment) of migrant workers.

IV. Regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport.

V. Generalisation of the reduction of hours of work.

VI. Statistics of hours and wages in the principal mining and manufacturing industries, including building and construction, and in agriculture.

It was only on this last point that the Conference could take any final decision at this Session, and that decision was reached in a very satisfactory manner. The Conference unanimously adopted a Draft Convention for the development, improvement and increased comparability of the statistics of hours of work and wages compiled in the different countries. Such a technical advance is indispensable for the promotion of international social legislation.

Anyone who has studied conditions of labour in the different countries must know the difficulties, sometimes unsurmountable, of attempting to compare statistics which have been compiled by very different methods and which often differ both in character and in scope.

The only means of overcoming these difficulties is to standardise to a greater extent the collection and compilation of these figures in the largest possible number of countries.

This is a task to which the International Labour Office has devoted attention since its earliest days and which it is still carrying on energetically. The Draft Convention adopted by this Session of the Conference, on the basis of a text drawn up by a Technical Conference of Official Labour Statisticians held in Geneva in September, 1937, will enable it to make undoubted progress in this field.

The other five items before the Conference could be subjected only to a first discussion at the Twenty-fourth Session ; that means that the Conference could only draw up lists of points on which the Governments should be consulted with a view to the preparation of draft international regulations for submission to next year's Session for a final discussion.

With regard to these problems, therefore, the work of the Conference was merely preparatory. This preliminary work, however, produced positive conclusions on all the questions and laid the foundations for extensive international regulations to be adopted in 1939.

With regard to technical and vocational education and apprenticeship, the way has been paved for the adoption of a Recommendation setting forth the methods which have been found by long experience in a number of countries to be the most appropriate for solving these problems, which have recently become so urgent because of new conditions of production and the shortage of skilled workers which exists in practically every country.

By regulating the contracts of employment of indigenous workers, the International Labour Organisation is extending the valuable work it has already done for the protection of coloured workers in colonial or similar territories. The earlier stages included the adoption of two Conventions concerning forced labour and recruiting. The Governments will now be consulted as to the preparation of two draft texts of Conventions, the one dealing with the contract of employment and the other with penal sanctions.

In connection with the protection of workers migrating from one country to another, Governments will be consulted as to the preparation of draft texts for a Convention and one or more Recommendations concerning the recruiting, placing and conditions of labour of migrant workers.

The Conference also adopted a resolution requesting the Governing Body of the International Labour Office to take up anew the study of the simplification of the formalities with which migrant workers have to comply.

The fourth question arose out of the new problems resulting from the intensive development of road transport since the war. Special regulations concerning the hours of work and rest periods of drivers will also help to increase the general level of safety and to promote the development of international road transport services. The Governments of the States Members will be consulted as to the provisions to be included in the draft texts of a Convention and Recommendations.

In discussing the generalisation of the reduction of hours of work, the Twenty-fourth Session was taking up afresh, on a new basis, a question that has been much discussed in the last few years. The history of the question is well known.

In 1933, when the International Labour Conference first dealt with the problem of the 40-hour week, it tried to solve it by a single general Convention, but this proved unsuccessful. It then resorted, in 1935, to a system in which the principle of the 40-hour week was first laid down and would be applied by an unlimited number of separate Conventions for different industries. This method met with success for some industries but failed for others. In any case, it was realised that it would involve splitting up the question unduly and would require long years of discussion.

As a result of this experience, the Conference this year tried to find the most appropriate method of generalising the reduction of hours of work and decided in favour of an intermediate solution. It did not wish to return to the idea of a single general Convention for all branches of activity nor did it wish to continue the method of an unlimited number of separate Conventions. It decided to prepare a limited number of Conventions for the main branches of economic activity, namely, one or two Conventions for industry, commerce and offices, one Convention for coal mines and one or more Conventions for transport by rail, internal waterways and air (road transport being dealt with in a special Convention, as was mentioned above).

The draft texts of the Conventions for industry, commerce and offices and for coal mines will be submitted to the 1939 Session of the Conference; questionnaires will be sent to Governments, with a view to the preparation of those texts. In the case of transport other than road transport, the Conference requested the International Labour Office to organise a preparatory study of the question by means of one or more tripartite technical meetings.

But the decisions taken on these items on the agenda were far from exhausting the work of the Conference. There was, for example, as in previous years, an extensive debate on the annual Report of the Director of the International Labour Office, Mr. Harold Butler. The discussion was remarkably lengthy, as there were 68 speakers, including several Ministers of Labour. This is a striking testimony to the vitality of the International Labour Organisation. This year the discussion contained an unusual touch of sentiment, because of the impending departure of the Director. All the speakers took this opportunity of expressing their regret at Mr. Harold Butler's resignation and their confidence in his successor, Mr. John G. Winant, whose appointment proved to the world at large the interest taken by the United States in the Organisation.

The announcement made from the platform that the United States proposed, for the first time, to ratify five Conventions, including that on hours of work on board ship, also served to bring out the keen desire of the great Republic of North America to take an active part in the work of the Organisation.

The development in the relations between the Organisation and the whole American continent also found practical expression in a striking manner when the Conference adopted a resolution urging that a second Conference of the American States should be held on the model of the particularly successful one held in Santiago de Chile in 1936.

Below will be found a brief account of the decisions taken at the Twenty-fourth Session of the Conference on the various questions before it:

THE STANDARDISATION OF STATISTICS OF HOURS OF WORK AND WAGES

The Conference adopted, by 125 votes to nil, an international Draft Convention for the purpose of developing, improving and making more comparable the statistics of hours of work and wages in the principal mining and manufacturing industries and the statistics of agricultural wages compiled in the different countries.

Every State which ratifies this Convention will undertake to compile and publish at specified intervals and in a prescribed manner statistics of wages and hours of work, which will be communicated to the International Labour Office at the earliest possible date.

It is clearly specified that nothing in the Convention imposes any obligation to reveal particulars which would result in the disclosure of information relating to any individual undertaking or establishment. Nor must anything in the Convention be construed as requiring any member to compile statistics in cases in which, after enquiries have been made by the competent statistical authority, it is found impracticable to obtain the necessary information without the exercise of compulsory powers.

The first part of the Convention contains a number of articles indicating the method of compiling statistics of average earnings, and of hours actually worked in each of the principal branches of mining and manufacturing industries, including building and construction.

Other articles deal with statistics of time rates of wages and of normal hours of work in the same branches.

The Convention stipulates that statistics of wages should also be compiled for workers employed in agriculture and it indicates the methods to be followed.

There is a special article providing that the Governing Body of the International Labour Office may, after taking such technical advice as it may deem appropriate, communicate to the members of the Organisation proposals for improving and amplifying the statistics compiled in pursuance of this Convention or for promoting their comparability. Each member ratifying this Convention undertakes that it will submit for the consideration of its competent statistical authority any such proposals communicated to it by the Governing Body and will indicate in its annual report upon the application of the Convention the extent to which it has given effect to such proposals.

In addition to the Draft Convention, the Conference adopted three resolutions.

The first of these requests the Governing Body of the International Labour Office to consider the advisability of convening, at an early date, a special technical conference to examine the methods of compiling statistics of the remuneration and hours of work of persons employed in agriculture, with a view to the improvement and amplification of the statistics to be compiled in pursuance of the Convention.

The second resolution urges the International Labour Office to encourage the compilation and publication of the statistical data required for international comparisons of " real wages " (that is, the real value of wages as measured by their purchasing power) and to continue and extend its studies on this subject.

The purpose of the third resolution is to request the Governing Body of the International Labour Office to communicate to Governments certain recommendations of the International Conference of Labour Statisticians, held in Geneva last September.

TECHNICAL AND VOCATIONAL EDUCATION AND APPRENTICESHIP

The Conference adopted, by 94 votes to nil, the report of the Committee which it had set up to study the question of technical and vocational education and apprenticeship. That report concluded that one or more Recommendations should be drawn up for adoption next year. With a view to the preparation of these texts, the Conference drew up a list of points on which Governments should be consulted by the International Labour Office.

The general organisation of vocational training by the co-ordination of official and private institutions is considered not only from the point of view of the occupational, educational and moral interests of the worker, but also from the point of view of the economic and social interests of society in general.

It is suggested that, in the development of such education, account should be taken of technical developments and the organisation of work in undertakings, the structure and trends of the labour market and national economic policy.

The list of points on which the opinions of Governments will be asked includes all the varied and complex aspects of the question. They cover the three stages in the life of young persons : the period of compulsory school attendance, the period preceding their employment, and the period of apprenticeship in the strict sense. The aim is to define the curricula, methods and duration of the courses to be recommended for the various stages of vocational training. With regard to apprenticeship, the regulations which it is proposed should be laid down by law or by the bodies responsible for supervising apprenticeship, or by a combination of these systems with that of collective agreements, are intended to define the duties of the employer, the minimum age of the apprentice, the duration of apprenticeship and the collaboration to be achieved between the bodies responsible for its supervision.

Some of the points deal with subsidiary questions, such as the training of teachers, the certificates to be given after examinations and the exchange of probationers between different localities, districts or countries, so as to enable pupils and apprentices to extend their knowledge.

In addition to the points to be included in the questionnaire for Governments, the Conference adopted two resolutions.

The first of these requests the Governing Body of the International Labour Office to consider the desirability of placing the question of vocational guidance on the agenda of a very early Session of the Conference.

The second asks the Governing Body to consider the desirability of placing the question of the vocational retraining and readjustment of adult workers on the agenda of an early Session of the International Labour Conference.

The Conference decided, by 110 votes to nil, to place the question of technical and vocational education and apprenticeship on the agenda of the 1939 Session of the Conference for a second discussion.

REGULATION OF CONTRACTS OF EMPLOYMENT OF INDIGENOUS WORKERS

The Conference adopted the report of the Committee set up to consider the regulation of the contracts of employment of indigenous workers.

The report suggested that two Draft Conventions should be prepared for next year, the one dealing with the regulation of the written contracts of employment of indigenous workers, and the other with penal sanctions in any contracts of employment of indigenous workers, whether required to be in writing or not.

It further suggested the adoption of a Recommendation to the effect that labour inspectorates should be set up for indigenous workers.

With a view to the preparation of these texts the Conference adopted a list of points on which Governments should be consulted by the International Labour Office.

Some of these points deal with what might be called the administrative aspect of contracts of employment.

What should be the minimum duration beyond which it should be compulsory for all contracts to be in writing ? What details should in every case be included in the text of the contract ? Would it not be desirable for the authorities to take effective direct measures to supervise the conclusion of contracts ? Should not the validity of every written contract be conditional on its attestation by a public officer duly accredited for the purpose ? Should not this officer before attesting the contract satisfy himself that the worker gave his consent to the terms of the contract freely and not under coercion or undue influence or as a result of error or misrepresentation ?

Other points in the questionnaire to be sent to Governments will deal more particularly with the social protection of the workers. Should it not be compulsory for the worker to undergo a medical examination before being engaged so as to make certain that he is fit for the proposed employment ? Should women and young persons be entitled to enter into contracts, etc. ?

Other points are concerned with the possibility of transferring a contract from one employer to another, the re-engagement of a worker and the termination of contracts before their normal expiry, either for reasons outside the control of the parties or at the request of one of the parties. When the contract expires the further problem of the repatriation of the worker and his family to their home arises.

Perhaps the most important points in the list adopted by the Conference are those dealing with "penal sanctions." This term is used to indicate that the failure of the indigenous worker to fulfil his obligation to provide the agreed labour is considered as an offence punishable by fine or imprisonment.

On this subject the Committee concluded that Governments should be consulted on the following points among others:

> Criminal penalties in respect of all or any of the following breaches of contract on the part of the worker, viz., refusing or failing to commence the service stipulated in the contract; refusing or failing to perform the service stipulated in the contract; absenting himself without valid reason or without permission; deserting; neglect of duty; lack of diligence, to be abolished in respect of all contracts, whether required to be in writing or not, and the said offences to be actionable only by civil process (*a*) immediately, or (*b*) on the expiry of a period to be fixed in the international regulations, or (*c*) progressively and as soon as possible.
>
> If not generally abolished immediately, such criminal penalties to be abolished immediately in respect of (*a*) all re-engagement contracts entered into on the expiry of a contract required to be in writing; (*b*) all contracts entered into by young persons between apparent ages to be fixed by law or regulations; (*c*) any other cases.
>
> If such criminal penalties are not generally abolished immediately, employers to be obliged to employ increasing percentages of workers under other conditions than contracts providing for such criminal penalties.
>
> If such criminal penalties are not generally abolished immediately, the said breaches of contract to be dealt with, where practicable, by a special jurisdiction and procedure, with the object of promoting the transition to the system of judging such breaches of contract by civil process.

The Conference decided by 100 votes to 24 to place the question of the contract of employment of indigenous workers on the agenda of the 1939 Session for a second discussion.

THE RECRUITING, PLACING AND CONDITIONS OF LABOUR (EQUALITY OF TREATMENT) OF MIGRANT WORKERS

The Conference adopted the report of its Committee on Migrant Workers.

The report suggested that a Draft Convention and one or more Recommendations should be prepared for next year. For this purpose the Conference drew up a list of points on which Governments should be consulted by the International Labour Office.

The questions will be classified under the following heads: supply of information and assistance to migrant workers; recruiting and placing operations; conditions of employment; repatriation; bilateral agreements between immigration and emigration countries.

Under the first of these heads Governments will be consulted as to the measures that might be taken for imposing penal sanctions in the case of any unauthorised and, in particular, misleading propaganda concerning emigration and immigration and for supervising all forms of publicity concerning offers of employment in one country to workers in another country. It is suggested that a free service should be established in each State for supplying information to workers and their families on any questions of interest to them in their capacity as migrants and for providing facilities for the fulfilment of the administrative formalities connected with their departure, admission into the country of destination, residence there and return to their country of origin.

The recruiting and placing operations for migrant workers and their conditions of employment will be among the most important subjects dealt with in the future international regulations. One point in the questionnaire to be sent to Governments deals with the desirability for the immigration countries not to permit the recruitment of workers in a foreign country for work in their territory without having verified whether there are already foreign workers in that territory capable of undertaking the work in question. What will be the nature of the bodies authorised to recruit workers and place them in employment and what guarantees will they have to supply? Will there be maximum scales approved by the competent authorities for the expenditure that may be charged to the recruited worker or to his employer, or will it be prescribed that this expenditure must not be charged to the worker? Will a special official of the emigration country be present when any operations are carried out for the collective recruiting of workers? Will the immigration countries waive their right to levy customs duties on the necessary tools which the workers take with them?

In the questionnaire which will be sent to Governments the conditions of employment of migrant workers will be considered from three points of view: the principle of equality of treatment as between national and foreign workers; the special clauses to be introduced in contracts of employment in favour of migrant workers; the specialisation of the labour inspection service. Governments will be asked to express their views on the application of equality of treatment not only as regards admission to employment and conditions of employment, but also as regards special employment taxes, contributions or payments, social insurance (in particular urging States to apply the provisions concerning equality of treatment in the existing international Conventions), the right to belong to trade unions and the legal enforcement of contracts of employment.

With regard to special clauses to be contained in all contracts of employment for migrant workers, the questionnaire will mention the exact duration of the contract, the date on which, and the place at which, the migrant worker is required, the method of meeting the travelling expenses of the worker and of members of his family authorised to accompany him or join him later, the amount of any sums spent in connection with the recruitment or placing of the worker, the repayment of which the employer is entitled to claim, the nature and extent of the housing accommodation available and provision for the maintenance of the worker's family in the country of origin, especially to prevent desertion of the family.

There will be a series of questions dealing with the repatriation of the worker for reasons beyond his control. Should the employer pay the cost ? Should a common guarantee fund for repatriation be set up by means of employers' contributions ? Should the country of residence undertake not to expel regularly admitted migrant workers or their families for reasons connected with the employment situation or their lack of means ? Or should a period of residence in the immigration country be prescribed after which the regularly admitted immigrant worker may not be expelled for these reasons ? Should the country of origin undertake to extend to repatriated workers the scope of measures for poor relief and unemployment relief ?

The last section of the questionnaire will deal with special agreements between immigration and emigration countries. These agreements might deal with the supplying of information to migrant workers, the exchange of information between the competent Government departments, the repression of unauthorised propaganda, the issue of certificates and identification papers, methods of recruiting, the prevention of the separation of families or of desertion, facilities for reuniting families, facilities for the transfer of migrants' savings, the settlement of pension rights in old age, invalidity and survivors' insurance, etc.

The Conference decided by 126 votes to nil to place the question of the recruiting, placing and conditions of labour of migrant workers on the agenda of the 1939 Session of the Conference for final discussion.

The Conference also adopted a resolution requesting the Governing Body of the International Labour Office to take up anew the question of the simplification of the formalities to be fulfilled by migrant workers previous to their departure from the country of origin, or in the course of the journey, or on arrival in the country of immigration. As is well known, the importance of this question has for a long time been recognised and it has already been the subject of numerous studies by different international bodies and, in particular, by committees set up by the International Labour Organisation and by the Communications and Transit Organisation of the League of Nations ; it was also referred to in resolutions adopted by the International Conferences on Emigration and Immigration held at Rome in 1924 and at Havana in 1928.

REGULATION OF HOURS OF WORK AND REST PERIODS OF PROFESSIONAL DRIVERS IN ROAD TRANSPORT

The Conference adopted the report of the Committee set up to consider the regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport. The report contains a list of points on which the Governments of States Members should be consulted by the International Labour Office with a view to the preparation of international regulations. The first of these points deals with the possible form of the regulations—a Convention or Recommendation or a Convention supplemented by one or more Recommendations.

The scope of the regulations may be defined in terms of undertakings, vehicles and persons.

Governments should be consulted as to whether the regulations should cover all, or only some, of the undertakings engaged in goods or passenger transport by road with various types of mechanically-propelled or horse-drawn vehicles.

With regard to persons, the list of points refers to the whole travelling staff, including owner-drivers. On this latter question the Employers' group made reservations, as they contested the competence of the International Labour Organisation to regulate the work of employers.

As regards hours of work the Governments will be asked to express their opinion as to a general limit of 40, 44, 48 or any other weekly number of hours to be laid down in the regulations ; they may also express their views as to the possibility of fixing special limits for different types of activity. The report suggests that the daily limit of hours should be 8.

The report suggests that Governments should be asked to give their opinion on the possibility of extensions of hours in certain exceptional circumstances (accidents, unforeseen delays, replacement of absent staff, lack of skilled labour, etc.). Other points refer to the possibility of overtime at increased rates of remuneration, the uninterrupted daily rest, night work and the weekly rest.

Governments will also be consulted as to whether they wish the present hours of work to be reduced by stages and whether they wish to include in the future regulations special provisions for certain countries in which, by reason of the sparseness of their population, or the stage of their economic development, it is impracticable to create the administrative organisation necessary to secure effective enforcement of the proposed regulations.

Other points deal with the suspension of the application of the regulations in circumstances of exceptional gravity, and with the safeguarding clause included in all Conventions, to the effect that nothing in the international regulations may affect any more favourable conditions already granted to the workers.

Finally, Governments will be asked to express their opinion as to the desirability of providing measures for supervising the enforcement of the international regulations ; these measures would involve obligations on employers and drivers as well as on Governments.

The Conference decided by 96 votes to 27 to place the question of the regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport on the agenda of the 1939 Session for a second discussion.

GENERALISATION OF THE REDUCTION OF HOURS OF WORK

The Conference adopted by 79 votes to 26 the report of the Committee it had set up to consider the Generalisation of the Reduction of Hours of Work.

This report suggested that Governments might be consulted on the adoption of a limited number of Draft Conventions :

(1) One or two Draft Conventions on industry and commerce and offices ;

(2) A Draft Convention on coal mines ;

(3) One or more Draft Conventions on transport.

On this last point the Committee considered that apart from the question of road transport, which was a separate item on the agenda of the Twenty-fourth Session, it would be impossible in practice to examine this year the problems connected with the reduction of hours of work in rail transport, inland water transport and air transport.

It therefore requested the Governing Body of the International Labour Office to convene in 1938 or 1939 one or more Preparatory Technical Tripartite Meetings with a view to studying these questions, and to place the question of the reduction of hours of work in transport on the agenda of the Conference as soon as it received communication of the results of the work of the Preparatory Meeting or Meetings.

With regard to coal and lignite mines the Committee confirmed the resolution adopted at the Tripartite Technical Meeting last May, and proposed that the Office should be instructed to prepare a questionnaire for Governments in the light of the results of that Meeting.

In effect, therefore, the Committee restricted its work to considering the points of the questionnaire to be sent to Governments on hours of work in industry, commerce and offices. (It will be remembered that the question of hours of work in agriculture was expressly reserved, and that the question of hours in the mercantile marine is to be studied by the Joint Maritime Commission.)

The report adopted by the Conference makes provision for a single Draft Convention applying to industry, commerce and offices, or for two Draft Conventions, one applying to industry and the other to commerce and offices.

The points on which Governments will be consulted refer first of all to the scope of the Convention or Conventions. As usual, the scope is considered first of all as regards undertakings and then as regards persons.

The enumeration of undertakings, which is not restrictive, includes all industrial and commercial activities and all administrative services which might be covered by the proposed regulations.

Provision is made for the possible exclusion of family undertakings and small undertakings.

From the point of view of the scope as regards persons, the list of points provides for the possible exclusion of the following groups of persons : Persons occupied in a position of management, and the staffs or part of the staffs of Government Services, whether national, provincial or local, other than those employed in industrial or commercial activity (which includes postal, telegraph and telephone services).

A second section of the questionnaire will deal with the restriction of the normal hours of work, and it is proposed that the following definition should be adopted : " The term 'hours of work' means the time during which the person employed is at the disposal of the employer and is not free to dispose of his own time and movements."

The normal hours of work proposed are 40 in the week, with the possibility of calculating an average over a period longer than one week. In the case of necessarily continuous process the hours would be 42 in the week.

Provision is made for special limits of hours in excess of 40 in the week for certain branches of activity : retail and service trades ; hotels, restaurants and similar establishments ; curative establishments ; theatres and places of amusement.

Another section deals with the special provisions for underground mines other than coal mines.

The list of points goes on to deal with the following questions : Extensions of hours of work for certain categories of work or of occupation, for accidental circumstances, for lack of skilled workers, and for undertakings whose activity is subject to seasonal fluctuations ; the limitation of the amount of overtime with increased remuneration ; special provisions for certain countries ; the suspension of the regulations ; supervision of their application, and annual reports.

Governments will also be consulted on the possibility of considering a gradual application of the future international regulations, with a transitional period of perhaps three years during which the normal hours of work might be limited to, say, 44 in the week until such time as they could be reduced to 40 in the week.

The Conference decided by 92 votes to 29 to place the question of the generalisation of the reduction of hours of work in industry, commerce and offices on the agenda of the 1939 Session for final discussion.

It further decided by 82 votes to 27 to place the question of the reduction of hours of work in coal mines on the agenda of the same Session for final discussion.

The resolution proposed by the Committee with reference to the reduction of hours of work in transport other than road transport (proposing a preliminary examination of the question by one or more Preparatory Technical Meetings in 1938 or 1939) was adopted by the Conference in plenary session by 93 votes to 28.

Application of International Labour Conventions

As every year, the Conference had to approve the conclusions of the Committee set up to consider the annual reports submitted by Governments on the measures taken by them to give effect to the International Labour Conventions they have ratified.

From the practical point of view this is one of the most important tasks of the Conference, because this exchange of information gives all the States Members—and not only Governments but also the organisations of employers and of workers—an opportunity of discovering to what extent the provisions of international social legislation are really applied in practice.

This year 702 reports were due. Of this number, 17 would have dealt with Conventions ratified by Germany. The absence of these reports raises a problem which the Governing Body of the International Labour Office is still considering: what exactly are the international obligations incumbent upon States which ratify a Convention and subsequently withdraw from the Organisation ?

The Italian Government, which gave notice of withdrawal from the Organisation on 15 December, 1937, and Nicaragua, whose notice of withdrawal from the League of Nations expired on 27 June, 1938, should have submitted twenty and thirty reports respectively. These reports were not received, and the Committee expressed regret at the fact.

All the other reports due, with one exception, were received in time for the Conference.

As Burma has been separated from India by the new Constitution, the Committee expressed its satisfaction that the Government of Burma had decided to submit reports on the Conventions ratified by the Government of India before that separation took place.

In the course of its examination, the Committee noted that in certain cases Governments have not yet found the means of bringing their national legislation into harmony with the provisions of Conventions that they ratified a number of years ago. The Committee feels again obliged to remind the Governments concerned that by ratifying a Convention they formally bind themselves to apply it. In this connection the Committee considers it necessary to record the observations made last year by the Committee of Experts and endorsed by the Committee of the Conference, in the following terms: " that the international Labour Conventions must be regarded as imposing specific obligations, and not mere programmes of future reform, on the contracting parties. The contrary view is in its opinion calculated to shake confidence in international agreements in general, and in particular to discourage collaboration in the work of the International Labour Organisation on the part of countries which interpret their international obligations with the greatest strictness."

For countries ratifying international labour Conventions these Conventions impose international obligations in the same way as any other treaties, and each State that ratifies a Convention assumes an international obligation to ensure, as from the entry into force of the Convention for that State, the effective application of its provisions without any modification, restriction or reservation.

On the other hand, the Committee notes that while there have been a certain number of premature ratifications the great majority of the Governments have endeavoured to fulfil their obligations loyally, and most of them have removed, more or less speedily, discrepancies that existed between the provisions of the ratified Conventions and those of their own national legislation.

The Committee further noted with satisfaction that International Labour Conventions were being more extensively applied in colonies, possessions, protectorates, and mandatory territories.

In addition to the annual reports from Governments, the Conference had before it the ten-yearly reports of the Governing Body of the International Labour Office on the application of the following Conventions: Night Work (Bakeries), 1925; Seamen's Articles of Agreement and Repatriation of Seamen, 1926; Sickness Insurance (Industry, etc.), and Sickness Insurance (Agriculture), 1927.

STANDING ORDERS

At the suggestion of its Standing Orders Committee the Conference adopted several amendments to the rules concerning the procedure for the adoption of Conventions and Recommendations.

RESOLUTIONS

In addition to those already mentioned, the Conference adopted the following resolutions.

One submitted by M. Jouhaux (French Workers' delegate) invites all Members of the International Labour Organisation to apply the principle of equality of treatment to all workers resident in their territory and to refuse all measures of exploitation which might in particular establish discrimination against workers belonging to certain races, with regard to their admission to public or private posts.

A resolution by Mr. Amelink (Netherlands Workers' delegate) suggests that account should be taken of religious and national festivals in fixing the date of Conferences convened under the auspices of the International Labour Organisation.

A resolution by Mr. Gunnar Andersson (Swedish Workers' delegate) deals with measures for improving the conditions of life and employment of forestry workers.

A resolution submitted by Mr. Dominguez Aspiazo (Cuban Workers' delegate) deals with the fixing of the maximum weight of loads, packages and sacks to be transported by workers.

A resolution by Mr. Alamo Ibarra (Venezuelan Government delegate) deals with the indemnities due to workers in case of dismissal.

SECOND REGIONAL CONFERENCE OF AMERICAN STATES WHICH ARE MEMBERS OF THE ORGANISATION

Special mention must be made of the following resolution submitted jointly by the delegates of Argentina, Brazil, British Empire, Canada, Chile, Colombia, Cuba, Czechoslovakia, Ecuador, Finland, Hungary, India, Ireland, Luxemburg, Mexico, the Netherlands, New Zealand, Norway, Panama, Peru, Spain, Sweden, Switzerland, Uruguay, the United States of America, and Venezuela:

> " The Conference,
>
> " Profoundly impressed by the report laid before it by decision of the Governing Body of 31 May, 1938, concerning the remarkable results which followed the works of the first Conference of American States which are Members of the International Labour Organisation, held at Santiago (Chile) in January, 1936;

> "Considering that the Conference of Santiago, having observed that its meeting had greatly helped to increase the effectiveness of the full and sincere collaboration of the American States in the work of the Organisation, had expressed the hope that the Governing Body would consider the possibility of convening, in the future, whenever circumstances make such a step appear desirable, periodical conferences of a similar nature ;
>
> "Considering that the happy development of the general and regional activities of the Office and the recent progress made in its relations and technical collaboration with the extra-European countries make the convening of a second Regional Conference of the same nature extremely desirable ;
>
> "Invites the Governing Body of the International Labour Office to examine the possibility of taking the necessary measures to convene, in 1939, a second Regional Conference of the American States which are Members of the International Labour Organisation."

The preceding resolution was unanimously adopted by the Conference.

Discussion of the Director's Report

This year, as last year, the Director's Report gave rise to a very extensive discussion, in which 68 speakers, including 6 Ministers of Labour, took part. Their names, in the order in which they spoke, are :

Mr. Thorn (Government, New Zealand), Mr. Lombardo Toledano (Worker, Mexico), Mr. Li Ping-Heng (Government, China), Mr. Lobo (Government, Brazil), Mr. Jouhaux (Worker, France), Mr. Curcin (Employer, Yugoslavia), Mr. Herbin (Employer, Argentina), Mr. Krekitch (Worker, Yugoslavia), Mr. Shri Ram (Employer, India), Mr. Ruiz Guinazu (Government, Argentina), Mr. Watt (Worker, United States of America), Mr. Bahrami (Government, Iran), Mr. Moston (Government, New Zealand), Mr. Ferguson (Government, Ireland), Mr. Amin (Government, Irak), Mr. Campbell (Worker, Ireland), Mr. Sadak (Government, Turkey), Mr. Knob (Employer, Hungary), Mr. Amelink (Worker, Netherlands), Mr. Saraiva (Government, Brazil), Mr. Parulekar (Worker, India), Ali El Shamsy Pacha (Government, Egypt), Mr. Tzvetkovitch, Minister of Social Policy and Public Health, Yugoslavia, Mr. Harriman (Employer, United States of America), Mr. Hallsworth (Worker, Great Britain), Mr. Berg (Government, Norway), Mr. Rodriguez Vega (Worker, Spain), Mr. Aalberse (Government, (Netherlands), Mr. Sandoval (Government, Cuba), Mr. Velar Jaureguibeitia (Employer, Spain), Mr. Constantinesco (Government, Rumania), Mr. Almarza (Worker, Argentina), Mr. Lowe (Employer, Ireland), Mr. Conduru Pampolha (Worker, Brazil), Sir Firozkhan Noon (Government, India), Mr. Ramadier, Minister of Labour, France, Mr. Colbjörnsen (Government, Norway), Mr. Chu-Hsueh-Fan (Worker, China), Mr. Haidar Khan (Government, Afghanistan), Mr. Dominguez Aspiazo (Worker, Cuba), Mr. Kitaoka (Government, Japan), Mr. Noda (Worker, Venezuela), Mr. Culley (Worker, Australia), Mr. G. H. Brown (Government, Canada), Mr. Cook (Worker, New Zealand), Mr. Sonin (Government, Estonia), Mr. Rebagliati (Government, Peru), Mr. E. Brown, Minister of Labour, Great Britain, Mr. Schulthess (Government, Switzerland), Miss Frances Perkins, Secretary of Labour, United States of America, Mr. Lambert-Ribot (Employer, France), Mr. Aguadé, Minister of Labour, Spain, Mr. Krier, Minister of Social Welfare and Labour, Luxemburg, Mr. de Boszörmenyi (Government, Hungary), Mr. Schürch (Worker, Switzerland), Mr. Peyer (Worker, Hungary), Mr. Garces (Government, Ecuador), Mr. Antiga (Government, Cuba), Mr. Karadjoff (Government, Bulgaria), Mr. Carbonell-Debali (Government, Uruguay), Mr. Villa-Michel (Government, Mexico), Mr. Garcia Oldini (Government, Chile), Mr. Kupers (Worker, Netherlands), Mr. Alamo Ibarra (Government, Venezuela), Sir Frank Noyce (Government, India), Mr. Brito (Employer, Cuba), Mr. Fennema (Employer, Netherlands), Mr. Zarras (Government, Greece).

In his reply, Mr. Harold Butler first of all thanked the various speakers for their friendly remarks about himself and their expressions of regret at his departure from the Office. He added that he was quite sure that no one could ask for a better successor than Mr. Winant and that Mr. Phelan's wide experience of the work of the Organisation would be invaluable to Mr. Winant, and would go far to ensure the continuity of traditions.

The discussion of the Director's Report afforded abundant proof that the International Labour Organisation was certainly not a sinking ship.

> "At times I wondered whether it was not a flying-boat. The Conference itself is as large as that of last year, which was the largest on record. It comprises the representatives of 50 nations and has been distinguished by the presence of no less than nine Ministers of Labour. Among them for the first time is Miss Frances Perkins, the United States Secretary of Labour, to whom I owe a very special debt of gratitude for having insisted on fulfilling a personal promise, which most Ministers would have felt bound to subordinate to the claims of home duties. I can assure her that both the Conference and myself deeply appreciate the effort she has made in coming, and I venture to think that the speech which she gave us yesterday could not have been made anywhere else but in this gathering with the effect which it undoubtedly produced. In energy and enthusiasm this Conference certainly shows no falling away from the standards of previous years. At a time when international organisations are said to be in decline, it is encouraging to hear an experienced delegate like Mr. Berg declare that the Organisation is stronger than it has ever been ; to hear Mr. Shri Ram say that 'the crisis, so far as the International Labour Organisation is concerned, seems now definitely a matter of the past' ; while a large number of delegates, including the Labour Ministers of France, Great Britain, Spain, the United States of America, and Yugoslavia, have proclaimed the determination of their countries that there should be no weakening of their support of the Organisation and no relaxation in the endeavour to promote social progress. Mr. Jouhaux made an appeal that there should be no slackening in the effort to promote social justice because of the troublous times in which we live. This debate has given him the answer for which he asked."

Turning to the appreciations of his Report, the Director stated that he had tried throughout to look the facts in the face and not to blink them or to try to fit them into the framework of preconceived theories or prejudices. He had been accused by some speakers of pessimism, by others of optimism, by others of a contradictory mixture of the two. He was quite prepared to plead guilty to all these accusations, because he thought justification might be found for them all in the very nature of the present situation.

> " A purely pessimistic picture would have been as inaccurate as a purely optimistic picture. Unfavourable factors are inextricably woven with favourable factors. On the one hand, there is an enormous increase in capacity to produce ; on the other, is failure to put it to the best use. On the one hand is the gradual growth of an international social consciousness, which ran like a golden thread through many speeches ; on the other is the exaltation of violence and brutality which characterises the wars actually in progress and which is the psychological assumption underlying competition in armaments. All these things are part of the world as it is to-day, and no review, however summary, could honestly omit them.
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> " It was, therefore, perhaps inevitable that an attempt to do justice to the facts as they are should make my Report appear paradoxical to some readers.
>
> " As regards hours of work, for example, there can be no doubt that, although the movement for shorter hours has been delayed by the armaments race, it remains a necessity, because the essential causes which are making for shorter hours continue to operate.
>
> " As I pointed out in my Report, when the pace of the armaments race begins to slacken, ' the tendencies making for a reduction of hours will have been accentuated rather than diminished. The problem will not only remain, but its solution will have become more urgent. Hence, although there is a temporary pause due to the tremendous drive for the production of war material in most of the principal industrial countries, there is no reason for supposing that the movement towards shorter hours has been arrested or reversed.' A good deal of evidence has been adduced to support this conclusion during the debate.
>
> " It appears to be generally admitted that the intensification of production and the fatigue which results from it have generated an instinctive movement towards shorter hours.
>
> " All the evidence goes to show that shorter hours are not merely desirable in themselves, but that they constitute one of the essential methods of meeting technological unemployment. That does not mean, however, that the widespread unemployment produced by trade depression can be successfully coped with simply by reducing hours. To avert such depressions it is necessary, as Mr. Harriman said, to maintain the purchasing power of the people by a proper distribution of the national income and by securing a correct balance between productive capacity and effective demand. But although the tendency towards the reduction of hours is inherent in the whole development of modern industry, it can hardly be denied that the competitive piling up of armaments is hindering its rapid realisation in a number of countries. You can have excessive armaments or you can have social progress, but in the long run you cannot have both. To say this is not so much pessimism as an economic platitude."

The Director went on to refer to what might be considered as the favourable effects of armament manufacture. He repeated that he disliked the diversion of national resources to the production of arms, but at the same time it could hardly be contested that large scale expenditure on armaments did create employment and stimulate the demand for raw materials for the time being. Economically and socially works of public utility would no doubt be preferable, and the apprehensions which had been frequently expressed by business men and economists were sufficient to indicate that the ultimate consequences of excessive expenditure on armaments might be very serious. In the long run armaments must produce living standards, and to that extent the appearance of prosperity which they produced was artificial. Nothing was more important than planning to prevent the slump which exaggerated expenditure on armaments might be expected to produce in the future. This was a question which the International Labour Office was far from neglecting.

Another aspect of the present world situation which was particularly worthy of attention was the disequilibrium between industry and agriculture.

> " One of the outstanding characteristics of the last depression was the collapse of agricultural prices. It is impossible to see how the great agricultural countries in America, Asia or Eastern Europe can maintain their consumption of industrial goods unless they can obtain a reasonable return for their foodstuffs and raw materials. This is an essentially international problem. Unless the great consuming countries of Western Europe and North America can maintain their purchases of rubber, tin, wheat, sugar, coffee, tea, wool, cotton, and so on, it is idle to expect any improvement of the standards of living in the countries which produce them. Unless countries like the Argentine Republic, Brazil and India can obtain good prices on the world's markets for their primary products, it is idle to expect their wage standards to be improved, either in agriculture or in industry. The agricultural countries are largely dependent for their welfare on the ability to sell their foodstuffs and raw materials to the industrial countries. When a decline in industrial activity occurs, the agricultural countries are the first and greatest sufferers. Nothing can help them more, therefore, than a concerted and determined effort to solve the problem of the business cycle on an international scale. This is perhaps the greatest economic and social problem of our times, as I tried to point out in my report relating to the East."

In this connection, Mr. Butler declared that every effort should be made to raise wages in industry everywhere. But it was necessary to face the facts.

> " If wages in Eastern industry were immediately raised to anything like European levels, it would be impossible for its products to be sold at prices which the vast mass of consumers in the East could afford to pay. As Mr. Kupers pointed out

in his remarkable speech, there must be some relationship between the level of industrial and agricultural earnings ; and in countries which are 90 per cent. agricultural it is unavoidable that wages in industry should largely be determined by what the great body of peasant cultivators can spend on industrial goods."

How could an adjustment of conditions between East and West be achieved ?

> " There is no simple method, no royal road. It can only be done by detailed negotiation, but it is certain to my mind that the elimination of low wages in the East can only be effected through increased production both in industry and in agriculture. This cannot be done, however, if the outlets for Eastern production on to the world's markets are closed. Negotiation cannot possibly achieve any positive result unless it is based on recognition of the fact that it is in the general interest to enable the East to increase its wealth and to raise its standards through international trade. The alternative is bitter economic warfare and perhaps in some cases explosions, which will produce disastrous consequences for the whole world. Of this possibility recent events appear to offer some examples. I hold that a valuable beginning could be made in bringing East and West together by a regional Asiatic Conference, in which the difficulties and claims of the East could be thoroughly explained and sympathetically explored. That, I believe, is the first step."

Turning to the work of the Office, the Director cited figures which showed that the capacity of the existing staff has already been stretched almost to its limits.

> " The number of letters received and despatched has increased from 54,743 in 1933 to 62,687 in 1937, an increase of nearly 15 per cent. During the same period, the number of pages of Conference documents has increased from 8,475 to 11,204—some 30 per cent.—while the number of pages translated has risen from 17,200 in 1932 to 20,600 in 1937, a rise of 20 per cent. During the present year the pace has still further accelerated. In the first five months the number of pages translated for the Conference has increased another 30 per cent. as compared with 1937. The pressure arising from committees and commissions of various kinds has constantly developed. We are now being asked to undertake a number of new activities in addition. A Permanent Agricultural Committee has been established, a Permanent Committee on Public Works has been established, and a Committee on Migration is likely to be established in the near future. All these and other developments of less importance imply more work, which I do not believe can be adequately performed with the existing staff, which has only increased by 8 per cent. in the last five years."

This led the Director to give a rapid survey of the various administrative and budgetary problems involved in the constant growth of the Organisation. He went on to say how encouraging it was to note that a large number of delegates attributed the progress made in their countries to the influence of that institution. He whole-heartedly supported the proposal to convene a second American Labour Conference next year.

> " I believe such a meeting would be altogether timely and hope that it will be as successful as the meeting at Santiago. In this connection, however, I note that several of the Workers' delegates from Latin America have expressed regret that more complete delegations were not present from that part of the world. I fully realise the financial difficulty which distant Governments encounter in meeting the expense of sending a numerous delegation to Geneva for a considerable period, but there is no doubt that the presence of employers and workers as well as of Government representatives is the characteristic feature of this Organisation, to which a large measure of its success is due. When I suggested that the Constitution would have to be modified from time to time in the future as it has been in the past to meet changing conditions, I certainly did not contemplate any infringement of its tripartite character. Freedom of association is one of its corner-stones. Without freedom of association and the freedom of expression which goes with it, it is impossible for the workers to make their voices effectively heard, nor could the systems of collective bargaining, upon the social value of which Mr. Ernest Brown and Miss Perkins so strongly insisted, have been built up. The Constitution makes no discrimination is favour of organisations of any particular doctrinal complexion or political colour, but it does imply that they should be freely organised and administered by their own members without constraint from outside. That is an essential feature of any effective representation either of employers or workers."

The Director indicated that when he made allusion to the possibility of changes in the Constitution of the Organisation he was thinking specially of the important problem of the composition of the Governing Body. This problem would have to be studied so as to give every country the satisfaction of knowing that at some time or other it would have an opportunity of being represented on the Governing Body.

" In conclusion," the Director continued, " after twenty years devoted to the conception, the construction and the guidance of this Organisation, I may perhaps be allowed to conclude with a few reflections on its achievement. Its gradual development has been a slow and at times a disheartening process. The initial task of overcoming the scepticism, the indifference and the hostility with which we had to struggle in the early years could probably not have been successfully performed at all without the dynamic qualities and the power of popular appeal which Albert Thomas possessed in such an eminent degree.

> " The opposition which had to be met and conquered came mainly from three sources. First of all, there was the dead-weight of conservatism which blocks the path of any progressive institution. From the beginning of social history every attempt to improve the general lot of mankind, and particularly of that vast majority in every country who live by the work of their hands, has encountered the scepticism of those who believe either that no change can be for the better, or that nothing can be done without disturbing fundamental economic laws. Every such attempt has likewise encountered the indifference of those who are satisfied with their own state of life and

who care nothing about what happens to the rest of the world. Every such attempt has encountered the hostility of those who conceived their own position or interests to be threatened even by the slightest modification of the existing state of affairs.

" All those types of opposition the International Labour Organisation has had to meet since the very beginning. Its present position and prestige, to which so many tributes have been paid in the course of this debate, are the best proof of its success in confronting them. But perhaps its most important achievement, and the root cause of this success, lies in the gradual spread of the conviction that social progress is the real goal of all economic organisation and activity. Twenty years ago that belief was not generally held. On the contrary, it was still commonly supposed that the improvement of living standards and of working conditions was a secondary matter, which might be a by-product of favourable economic circumstances, but which could not be regarded as an end in itself. As a whole series of speeches during this debate have testified, that belief has now been widely abandoned.

" Social and economic policy are now seen not as two contradictory and conflicting endeavours, as they were by so many of the nineteenth-century economists and sociologists, but as different aspects of the same thing—of the unending struggle of man to reach a higher rung in the ladder of civilisation. That broader outlook on the whole social and economic problem has become more prevalent every year. It marks after all a great revolution in human thinking. It removes yet another of those shadow antinomies between " realism " and " idealism," and I am glad to think that this Organisation has exerted a world-wide influence in propagating this new and saner approach towards the questions which it was founded to tackle.

" Then the Organisation had also to meet another kind of opposition, based on another kind of conservatism. The mere fact that it is an international organisation has made it an object of suspicion and dislike to all those who cannot look beyond their national boundaries and who see in the nation the final and complete form of human society. Whether in economics or politics, the exaltation of the tribe or the nation or the race has become increasingly fashionable in recent years, in spite of the overwhelming evidence of fact and figure which shows that in the modern world the national well-being is more and more conditioned by the state of the outside world. It is clear that no nation, however great, can ever achieve economic independence. Economic isolation is nowadays as chimerical a dream as political isolation, and no amount of wishful thinking or artificial barricading will make it a reality. National self-sufficiency means national sacrifices, and the greater degree of its accomplishment, the greater the sacrifice of living standards involved.

" This is not the place to seek the explanation of this strange and disturbing paradox, but it is not the least of the International Labour Organisation's achievements that it has somehow managed to survive and to flourish amid all the fierce passions and rivalries which unbridled and unreasoning nationalism has inevitably provoked. Of course, international thinking is difficult and uncomfortable. It compels revision of many ideas which seemed self-evident truths, but which were really only convenient assumptions. It is much easier and simpler and more satisfactory to accept without question the strictly national standpoint, to judge other countries and their behaviour in the light of national interests alone, to protest against the tariffs built by others to protect their wage-standards, and to clamour for national tariffs to protect one's own wage-standards against the competition of others. If the International Labour Organisation has rendered one outstanding service, it has been to bring people together and to help them to understand each other. Every session of the Conference contributes to breaking down prejudice and ignorance upon which so much nationalistic thinking is unfortunately based. Every report of the Office presents the facts about the subject with which it deals, the facts fairly and impartially set forth, stripped of nationalistic glosses or deformation.

" For the first time in history an international staff has been trained to look upon social and economic phenomena without any national bias or predilection. That in itself is an important fact. In any case as the result of our meetings, conference, Governing Body, technical committees and conferences, the beginnings of a real international spirit are becoming discernible. Though many speeches in this debate were national hymns, they were none the less composed in praise of a social ideal which is more than national. Through them all is running semi-consciously or unconsciously the recognition of an international standard of social ethics, an international conscience of which this Organisation is now the acknowledged embodiment. To me it is impressive to find speaker after speaker suggesting that this Organisation now represents something essential in our civilisation and that its decline would mean a step backward towards narrower, more barbaric conceptions of society, from which it is helping the world to emerge. That is the best proof that the Organisation is becoming truly international, that it is striking its roots down into men's minds, that it is beginning to command their loyalty.

" Some people have chafed at the slowness with which progress has been made. They would like to change the whole of mankind at one bound from national loyalty to world loyalty, and are often inclined to look upon international institutions as useless. I should rather believe that world-loyalty can only be created by and through international institutions. One has seen so many instances of beautiful abstract notions of universality which collapsed on contact with reality, because their authors had no experience of international life and were still unwittingly governed by national concepts. Loyalty to any world-ideal can only be bred out of real experience. Until it can be given a concrete setting, the notion of a society of nations or of a world society will never be anything but a vague and pious aspiration. This Organisation is translating the international idea into positive terms, and by so doing is making an international allegiance possible—not as a substitute for national loyalties, but as a goal to which national effort should be directed. There will, of course, always be some who regard international institutions simply as useful pawns in the game of their national politics. There will always be others who pay lip-service to the idea of international co-operation at Geneva, but who do little or nothing to bring it home to their countrymen at home. In this respect the International Labour Organisation has been fortunate. It owes a good deal of its present status to the energy and persistence with which delegates of all groups have expounded its work in their own countries and have tried to integrate it in their own national life. But to convert the world from purely nationalistic thinking to a comprehension of the international factors upon which so much of its well-being depends is as revolutionary a change as the change from the mediæval to the modern outlook. It will require not years but generations for its accomplishment. If I am right in discerning the first signs of that transformation as already apparent in this Organisation, its progress in the two decades since its inception has indeed been significant.

" Finally, the Organisation was confronted by the immense difficulties arising out of the political and economic dislocations and disturbances which the Great War left as its baneful heritage. It has never enjoyed a period of tranquillity. It has been beset by wars and revolutions, by economic disasters and social upheavals. That it should have survived at all in the turmoil of the post-War world is remarkable ; that it should none the less have grown in strength and authority is astonishing. But, as we have been grimly reminded by the tragic pictures of China and Spain drawn by the Chinese and Spanish delegates, war and social degradation always go hand in hand. When the fruit of man's labour is turned to purposes of destruction, his last state is worse than the first. Social legislation goes by the board, hours are lengthened and real wages are forced down as soon as war takes control of a society. The work of the International Labour Organisation cannot hope to prosper in a warlike atmosphere and might be totally ruined in the chaos which another general war would not fail to bring. It can only live by peace. If peace cannot exist without social justice, still less can social justice exist without peace. It was therefore right that this Organisation should have been conceived as part of the machinery of peace. I believe it has already made some contribution to peace, and I am sure that it is capable of making a much greater contribution in the future.

" Perhaps the principal reason for the troubles and upheavals which have afflicted Europe since the War was the failure to supplement a new political organisation with a new economic organisation of the Continent. It was apparently thought that once the political questions were settled, the economic questions would settle themselves. Subsequent events have shown how erroneous was any such supposition. Social and economic dislocations have lent a bitterness to political grievances which they could not otherwise have acquired. It may be doubted, however, whether this mistake will be repeated. It has now been understood that politics cannot be divorced from economics. The problems which now make statesmen uneasy in their beds are not only questions of frontiers and minorities and alliances, but also questions of currency and unemployment, of raw materials and foreign exchanges, of social security and the maintenance of living standards. These matters now figure prominently in the field of international affairs. They are not susceptible to the old diplomatic technique, but none the less they often contain the germs of stability or upheaval within, and of war or peace without. Their discussion in the non-political atmosphere of this Organisation has already done something to promote greater tolerance and understanding, not only between employers and workers but also between nations.

" Every step which promotes the spread of social justice is a contribution, direct or indirect, to the cause of peace. For that reason alone, if for none of the others I have cited, this Organisation is an indispensable feature of the kind of civilisation at which the world is now more and more consciously aiming. I have no fears for its future, and in passing on the torch to my successor I wish him the utmost success in the great task of carrying it another stage forward along the road which will lead to still greater achievement than it has yet known."

The same note of confidence in the future of the International Labour Organisation was sounded in the closing speech of the President, Mr. Waldemar Falcao.

" This session of the Conference," he said, " has indeed been particularly satisfactory. A really international spirit has animated our work. We have discussed with great care various questions affecting the interests of the workers and social and economic welfare most closely, and we have thus assisted in social progress.

" Fifty countries have been represented here by delegates of proved culture and competence, and ten Ministers of Labour and various eminent personalities responsible in their own countries for social policy have taken part in our discussions. This shows the importance which Governments attach to the sessions of the International Labour Conference. The fact that the questions on the agenda of our Conference are essentially technical, and extend into a field where collaboration of all interested parties is particularly useful, has enabled the delegates here to co-operate most effectively. The result has been a useful exchange of ideas and wide discussions, from which have issued balanced and satisfactory formulæ for the solution of these problems."

Mr. Aalberse, Government Vice-president, also noted with satisfaction the peaceful and harmonious way in which the Conference had accomplished so much useful work.

" We have had an opportunity," he said, " of renewing old friendships and making new ones. We can look with satisfaction on the work we have done, although most of it has been of a preparatory nature."

Mr. Knob, Employers' Vice-president, said :

" The future will show whether the work accomplished at this Session was valuable or not ; but we can in any case say that we were working with the best intentions."

Finally, Mr. Hallsworth, Workers' Vice-president, said:

> "This has been in many ways a very quiet Conference, but nevertheless an important one. The wide scope of the discussions, both territorial and personal, gives it that importance. The workers of course will welcome all these tendencies towards greater catholicity of the International Labour Organisation. They will not be deceived by seeming agreement on certain points, and what they will bear in mind all the time is that if the work of this tripartite Organisation is to succeed, as we hope it will, then the building up of a powerful trade union movement in all lands must be encouraged and stimulated."

Mr. Hallsworth concluded with the declaration:

> "We shall all go back to our homes, I hope, determined to make a real instrument of peace of the International Labour Organisation."

THE FIRST MEETING OF THE INTERNATIONAL PUBLIC WORKS COMMITTEE

The first session of the new "International Public Works Committee," set up by the Governing Body of the International Labour Office in accordance with the recommendations of the 1937 Session of the International Labour Conference for developing international collaboration on public works, was held at the International Labour Office from 27 to 29 June.

Twenty-five countries were represented at the Session—Belgium, Brazil, Canada, China, Czechoslovakia, Egypt, Estonia, Finland, France, Great Britain, Greece, Hungary, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Poland, Spain, Sweden, Switzerland, Union of South Africa, United States and Yugoslavia.

The Committee also includes three Employers members and three Workers' members appointed by the Governing Body of the International Labour Office.

Representatives of the Economic Committee, the Finance Committee and the Organisation of Communications and Transit of the League of Nations are also present in an advisory capacity.

It will be remembered that the Governing Body of the International Labour Office appointed Mr. Nečas, Czechoslovak Minister of Social Welfare, as Chairman of this new Committee.

The Committee elected four Vice-Chairmen: Messrs. Goodrich, United States Government representative; Jastrzebski, Polish Under-Secretary of State in the Ministry of Social Assistance; Oersted, Employers' representative on the Governing Body of the International Labour Office; and Jouhaux, Workers' representative on the Governing Body. Mr. Delmer (Belgium) was appointed Reporter.

In the absence of Mr. Nečas, prevented from attending by urgent affairs at Prague, Mr. Goodrich acted as Chairman of the Committee.

Mr. Harold Butler, Director of the International Labour Office, recalled the important work before the new Committee, and showed how it was closely linked up with the work of the Delegation on Economic Depressions set up by the League of Nations. The foundation of the Committee's work is based on two principles laid down by the 1937 International Labour Conference: the advance planning of public works is a useful method of preventing unemployment and counteracting economic fluctuations; and action for this purpose can be effective only if it is based on adequate information and international co-operation. The Committee's work this time is of a preparatory nature: to discover the best method of collecting all useful information on a uniform plan. Then will come the study of how to put into practice new plans resulting from those examined.

The Committee first held a general discussion, during which almost all speakers referred to the progress made in their countries by the idea of using the advance planning of public works as a means of regulating the volume of employment. Although the experiments made during the recent depression had not all proved favourable, or at least as favourable as had been hoped, that might be attributed to the fact that they were often improvised. Efforts were now being made in several countries to draw up programmes for a long period; these programmes were well thought out and could be put into effect at the appropriate moment. The information which would be collected by the Committee would undoubtedly be of great value for the preparation of such plans.

The Committee then examined in detail the various points of the uniform plan of information, and in a resolution adopted unanimously asked the Governing Body of the International Labour Office to invite the States Members which have approved the Recommendation of the International Labour Conference to communicate to the International Labour Office the information referred to in this Recommendation "in accordance, as far as possible, with the following plan."

This plan begins with a definition of "public works":

> For the purpose of this plan "public works" should be understood as meaning all works undertaken by central, regional or local authorities or with the aid of subsidies or loans from such authorities or supervised by them.

> In giving information under this plan Governments should indicate whether the information relates only to capital account or whether it also includes maintenance work and other kinds of work.

In a first part, the plan classifies the works according to their kind, such as roads, bridges, tunnels, railways, agricultural land reclamation, land irrigation, canals, forestry work, construction of dams for reservoirs, provision of water supplies, the construction of ports, airports, coast protection work, administrative buildings, public utilities, etc.; then according to the body responsible for carrying out the work, or subsidising or supervising it—central, regional or local authorities, public utility undertakings,—and by bodies or individuals in receipt of a subsidy or loan granted with a view to increasing the volume of employment.

A second part of the plan indicates the kind of information to be supplied by the Governments.

They deal with the general organisation of public works and on the working of national co-ordinating or directing bodies ; and on the policy adopted concerning retarding or advancing public works. It would be useful if the Governments supplied information on the regional distribution of the work in regard to the incidence of unemployment.

With regard to work carried out during the period information should be given on the total cost of such work, on the methods and conditions of financing including amortisation, particularly in respect of works undertaken to increase the volume of employment ; on the estimated revenue from the more important works ; and on the estimated number of man-days of employment on the works.

For works planned for the forthcoming period, information should be supplied on the same points in the same conditions.

Finally, information is required on the conditions of recruitment and employment (hours of work, wages, etc.), and conditions of transport and housing of the workers, given separately for normal public works and relief works.

At the close of its final sitting to-day the Committee unanimously paid tribute to the Chairmanship of Mr. Carter Goodrich.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE.

1. INTERNATIONAL LABOUR REVIEW (Monthly):
Articles on industrial affairs; wage and unemployment statistics, etc.
Price: per number, 2s. 6d., 60 cents; per year, 24s. $6.00

2. INDUSTRIAL AND LABOUR INFORMATION (Weekly):
Current events affecting industry and labour.
Price: per number, 8d., 15 cents; per year, 30s. $7.50

3. OFFICIAL BULLETIN (At irregular intervals):
Official information on the work of the Organisation. Annual Subscription: 4s. $1.00

4. MINUTES OF THE GOVERNING BODY (At irregular intervals):
Full records of discussions and decisions. Annual Subscription: 35s. $8.75

5.*LEGISLATIVE SERIES (Annual):
Reprints and translations of laws and regulations.
Annual Subscription { volume *or* advance prints: 35s. $ 8.75
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6. INTERNATIONAL SURVEY OF LEGAL DECISIONS ON LABOUR LAW (Annual):
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Problems of accident prevention. Price: per number, 1s., 30 cents; per year, 5s. 6d. $1.50

8. DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE (Annual):
*Questionnaires and *Reports, the *Director's Report, Final Record and texts of *Draft Conventions and Recommendations. Annual Subscription: 60s. $15.00

9.*I.L.O. YEAR-BOOK:
Survey of social and economic movements and labour legislation.
Price: { *Paper bound* 10s. 6d. $2.75
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CHILE AND THE INTERNATIONAL LABOUR ORGANISATION

The Director of the International Labour Office received from Mr. F. Garcia Oldini, Envoy Extraordinary and Minister Plenipotentiary, representative of Chile accredited to the International Labour Organisation, a letter dated 4 June, stating that his Government, " which has just notified the Secretary-General of the League of Nations of its decision to withdraw from the League of Nations, has decided that Chile will continue to form part of the International Labour Organisation."

In acknowledging receipt of this letter on 14 June, Mr. Harold Butler informed Mr. Garcia Oldini that he would not fail to bring the decision to the knowledge of the Governing Body.

> " Chile," he added, " has been one of the most faithful Members of the International Labour Organisation since it was set up. The large number of Conventions which it has ratified, the constant interest which it has shown in the cause of social progress, and the generous action which it took in 1935 with a view to the convening of the first Regional Conference of American States which are Members of the International Labour Organisation have given particular significance to its co-operation. For this reason its decision to continue to form part of the International Labour Organisation will undoubtedly be received with very great satisfaction by the other States Members."

The Governing Body of the Office was informed of the Chilean decision at the last (private) sitting of its Eighty-fourth Session.

VENEZUELA AND THE INTERNATIONAL LABOUR ORGANISATION

The Director of the International Labour Office received from Mr. Gil Borges, Minister of Foreign Affairs of Venezuela, the following cable :

> " I have the honour to inform you that although the Government of Venezuela has already given the League of Nations notice of its withdrawal from that institution, it will continue to participate in the International Labour Office and to co-operate in the valuable work done by your Office."

Mr. Harold Butler replied in the following terms by cable :

> " I have the honour to acknowledge receipt of your cable addressed to the International Labour Organisation on 21 July, and to express my deep gratitude for your Government's decision. I wish to assure you that the International Labour Office will be happy to continue its active co-operation with your country with a view to improving workers' conditions."

INTERNATIONAL INDICES OF UNEMPLOYMENT, EMPLOYMENT AND ACTUAL HOURS OF WORK

In 1937, for the first time in eight years, the number of employed workers in the world regained the level at which it stood before the world economic depression.

Taking 100 as the index figure for the average number of employed workers in the world in 1929 (in sixteen of the principal industrial countries), the index was found to have dropped to 92 in 1930, 83 in 1931, and 75 in 1932 ; it rose to 78 in 1933, 84 in 1934, 88 in 1935, and 93 in 1936 ; and it again reached 100 in 1937.

World unemployment, however, has not decreased in the same proportions. If the average number of registered unemployed workers in the world in 1929 (in fifteen of the principal industrial countries) is represented by 100, this average was found to have risen to 164 in 1930, 235 in 1931, and 291 in 1932, and to have dropped to 277 in 1933, 225 in 1934, 196 in 1935, and 151 in 1936, while in 1937 it was only 111—still above the 1929 level.

These figures, which are a particularly striking illustration of the effects of the world economic depression on the possibilities of employment for workers, are international indexes calculated by the International Labour Office. They appear in the *Year-Book of Labour Statistics* 1938, recently published by the Office.

A table of international index numbers of actual hours of work, which also appears in the *Year-Book*, shows that for 100 hours worked in 1929, only 88 were worked in 1930, 76 in 1931 and 64 in 1932. In 1933, however, the average rose to 69, in 1934 to 74, in 1935 to 78, in 1936 to 85, and in 1937 to 90.

This issue of the *Year-Book* contains many other tables, giving data, country by country, of actual hours of work by industries, normal hours of work per week by industry or occupation, wages, the cost of living and retail prices, workers' family budgets, migration movements, industrial disputes, the gainfully occupied population classified by industrial status, by sex and by age groups, etc.

THE WORKER'S STANDARD OF LIVING

At the request of the 1937 Assembly of the League of Nations, the International Labour Office has carried out a preliminary study of the worker's standard of living so as to clear the ground for research on such national and international measures as would permit of raising the standard of living of entire populations.

The first task of the Office was to clarify what is meant by "standards of living," a term which has had a long career in the history of economic and social thought but has received a variety of definitions, sometimes widely divergent, owing to differences of emphasis on different aspects of the problem. The definition adopted in the Office report stresses such objective elements of welfare as income, consumption, social services and working conditions. These elements are measurable to a large extent. The money incomes of persons, families and groups can be appraised, and the quantity, weight, chemical composition and calorific and nutritive value of foods can be assessed. It is less easy to establish objective norms for such items as housing, clothing, health services and education, but, in practice, minimum standards for these items have been formulated in various countries on the basis of national and local conditions. Such standards acquire validity as they are gradually accepted by public opinion and incorporated in social legislation.

Furthermore, it was found from a survey of existing material that the data needed for a description and evaluation of workers' living standards are incomplete and that in many countries even the simplest facts are not available or are presented in a form which is difficult to use.

In order to throw light on the methods by which the available data can be used for purposes of analysis, the report makes a partial survey of actual levels of living in four countries: the United States, Poland, India and Japan. Then, despite the limitations of the data and the complexities of the problem, it states certain broad generalisations.

Attention is drawn in the first place to the close correlation between levels of nutrition and housing on the one hand and the state of public health on the other. The evidence presented shows that varying proportions of the population of the world have an insufficient diet or are badly housed.

The report maintains that in general the level of family income and the size of the family are the chief determinants of the worker's standard of living.

The facts of the report tend to reinforce and to sharpen convictions already widely held concerning the prevalence of low standards of living and the need for considering economic and social policies to improve existing conditions. Obviously, plans of action can be laid effectively only on the basis of more complete knowledge than is now possessed of the facts concerning the character and causes of low standards of living in each particular country. This opens up a wide field for enquiries.

The incontestable facts concerning the inadequacy of nutrition, housing, etc., clearly point to the need for studying the possibilities of increasing output and the productiveness of human labour, especially in the poorer countries, as well as of investigating the methods of ensuring a better distribution of the product. While the main reason for low standards of living in most parts of the world is poverty, an improvement in such standards depends also on clearer understanding of the part played by education and by social customs in determining the worker's standard of living. Furthermore, as the social services are in most countries an important factor in determining health, earning capacity and security, the possibility of extending these services is a basic question for further study. Also, in view of the fact that in countries with a rapid rate of population growth, measures for the improvement of health and social conditions may result in an even more rapid rate of population increase and therefore in increased population pressure, it is of importance to pursue the study of problems of the "optimum" population of each country and of questions connected with the most effective distribution of the world's population. Last, but not least, there are the problems involved in protecting existing standards against the threat of severe economic depressions and against the dislocations due to rapid technical and structural changes in industry and trade.

CONFERENCE ON SILICOSIS

A Conference on Silicosis met at the International Labour Office from 26 August to 9 September. It was attended by medical experts from 10 countries: Australia, Belgium, Canada, Denmark, France, Great Britain, Japan, Netherlands, Union of South Africa and United States of America.

It is common knowledge that silicosis is a disease of the lungs caused by the inhalation of certain rock dusts or dusts arising from materials employed in the manufacture of certain commodities and containing silica. Many classes of workers, more especially miners, workers employed in quarries, the construction of tunnels and subways, the ceramic, glass and metallurgical industries, etc., are exposed to silicosis by reason of their occupation.

The International Labour Office has therefore from its inception been concerned with this question, as regards both the preventive measures to be prescribed and the compensation due to workers suffering from the disease. Its activities in this connection are evidenced by a long series of enquiries and studies. It will also be remembered that an international conference on silicosis was organised at Johannesburg in August, 1930, with the generous assistance of the Transvaal Chamber of Mines, and attended by experts from eight countries.

In 1934 the International Labour Conference inserted silicosis in the list of occupational diseases for which compensation is due under the Convention adopted in 1925.

In 1936 the International Labour Conference adopted a resolution, moved by the Government delegates of the United States, to the effect that the various aspects of the silicosis question should be submitted " to fresh investigation in the light of further knowledge acquired in the course of recent years in the medical as well as in the technical sphere."

This year's conference was summoned in pursuance of that resolution.

When welcoming the medical experts who attended, Mr. Harold Butler, Director of the International Labour Office, especially thanked those who came from very distant extra-European countries and had undertaken a long journey in order to contribute their knowledge to the Geneva conference. He dwelt on the considerable progress that had been made in compensation for silicosis since the first conference held at Johannesburg. At present workers suffering from the disease were legally entitled to compensation in fifteen European and eleven extra-European countries. The latter figure did not include countries like the United States, Canada and Australia which had a Federal constitution, and where legislative provision for the compensation of silicosis had been made in the industrial States concerned. The international Convention which, since 1934, included silicosis among the occupational diseases giving a right to compensation had been ratified by ten countries. Mr. Butler expressed the hope that this second conference, which had brought the principal experts with a world-wide reputation on silicosis to Geneva, would prove as fruitful as that of 1930.

The conference unanimously elected Dr. A. J. Orenstein (Union of South Africa) as Chairman.

Dr. R. R. Sayers (United States) and Dr. A. Langelez (Belgium) were appointed Vice-Chairmen and Dr. E. L. Middleton (Great Britain) Reporter.

After a fortnight's discussion, the conference unanimously adopted a number of conclusions which will be submitted to the Governing Body of the International Labour Office.

These conclusions deal in the first place with purely medical points raised by the definition of silicosis, the diagnosis of the disease, etc. Silicosis is found among coal miners when the dust they inhale contains free silica. Apart from coal and metalliferous mines, there are several other industries or operations in which this disease may seriously affect workers, for instance: sand-blasting of metals and other objects, certain operations in metal foundries, the manufacture of some ceramic articles and of abrasive powders containing silica.

The experts made various suggestions as regards methods of sampling dust in workplaces and research on the pathogenicity of dusts.

They paid special attention to possible methods of preventing dust. They emphasised the point that such measures should aim at ensuring that the atmosphere in which workers are employed is free from harmful concentrations of silica dust. They also considered the question of protection by means of masks and pointed out that this form of protection should only be made use of when dust cannot be prevented at its source. The object above all to be aimed at, wherever it is possible, should be the complete suppression of dust.

The experts expressed the hope that all persons interested in silicosis problems would communicate to the Office the results of any research work they had undertaken or had knowledge of. They also suggested that conferences similar to the one they had just held should be convened periodically, for instance every three years, to compare the experience acquired in various countries.

The following experts took part in the conference :

Dr. Charles Badham (Australia), Dr. Leroy U. Gardner (United States), Dr. Skuli Gudjonsson (Denmark), Dr. L. G. Irvine (Union of South Africa), Dr. E. J. King (Great Britain), Dr. A. J. Orenstein (Union of South Africa), Dr. A. Policard (France), Dr. A. R. Riddell (Canada), Dr. R. R. Sayers (United States), and Dr. Jisaku Tsukata (Japan).

The Governing Body of the Office was represented by Mr. Kitaoka (Government group), Mr. Ch. Tzaut (Employers' group), and Mr. G. Andersson (Workers' group).

The following experts also attended the conference as observers: Dr. W. E. George (Australia), Dr. L. Greenburg (United States), Dr. G. Hausser (France), Dr. Quinet (Belgium), Dr. J. Van Beneden (Belgium) and Dr. A. H. Vossenaar (Netherlands).

FORTHCOMING MEETINGS

20 October, London : Preparatory Committee on the Textile Industry.

21 October, London : Committee on Recreation.

25 October, London : Eighty-fifth Session of the Governing Body of the International Labour Office.

21 November, Geneva : Committee of Experts on Safety in Coal Mines.

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EIGHTY-FIFTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Eighty-fifth session of the Governing Body of the International Labour Office was held in London at the invitation of the British Government—a fact sufficient in itself to give the session unusual importance. Members of the Governing Body received a warm welcome in every part of the country which they visited; and direct reference to the event was made in the speech from the Throne on 4 November, 1938. His Majesty said:

> "It gave Me great pleasure to meet representatives of the Governing Body of the International Labour Organisation, which on the invitation of My Government held their October meeting in London."

Britain, the oldest and one of the most powerful industrial countries, has thus given additional clear proof of its attachment to the International Labour Organisation.

The session was distinguished by further evidence that States Members are interested in the Organisation and desire to play an active part in its work. Last June the International Labour Conference had unanimously resolved that there should be a second Labour Conference of American States, similar to the one held with such success at Santiago-de-Chile. The Governing Body decided at the recent session to convoke this meeting in November 1939, whereupon the Cuban Government immediately suggested that the Conference should be held at Havana and offered to share in the expense. Nor was this all. The newly elected chairman, Mr. Paal Berg, invited the Governing Body, in the name of the Norwegian Government, to convene its next autumn session at Oslo. These two invitations were accepted. Oslo is to follow Prague and London; Havana to follow Santiago and Washington (where the Textile Conference took place last year). Such names, and the varied images they call up, exemplify the keen attention which the work of the International Labour Organisation arouses in widely different parts of the globe.

Among the other decisions reached at the London Session was one rleating to the reduction of hours of work in transport by rail; the Governing Body resolved to call together a Preparatory Technical Tripartite Meeting on this subject in March 1939. It may be remembered that next June the International Labour Conference is to discuss drafts for Conventions on the reduction of hours in industry, commerce and offices, and in coal mines, and the regulation of hours and rest periods in road transport. The Organisation is thus making due progress in the complex field of the regulation of working hours.

Mr. Harold Butler was attending his last session as Director of the International Labour Office, and this lent a note of sadness to the proceedings. Many speakers, representing all the groups, expressed their regret at Mr. Butler's departure and paid a warm tribute to the work he has done as Director.

* * *

A brief summary of the Governing Body's proceedings, question by question, will be found below.

SPEECH OF MR. ERNEST BROWN, BRITISH MINISTER OF LABOUR

At the beginning of the opening sitting on 25 October, with Mr. Leggett in the Chair, Mr. Ernest Brown, Minister of Labour of Great Britain, welcomed the Governing Body. He pointed out that the idea which underlay the creation of the International Labour Organisation had originated in Great Britain. The Government and all sections of the population had always taken a deep interest in the work of the Organisation, the constitution of which, as Miss Frances Perkins, Secretary of Labor of the United States, had recently said in an article in an important periodical, was based on the methods of British industrial life.

Mr. Ernest Brown referred to the part played by the Rt. Hon. George Barnes and Sir Malcolm Delevingne, as well as by Mr. Harold Butler and Mr. E. J. Phelan in the drawing up of the international Labour Charter. The International Labour Organisation, he said, was striving to be a world-wide organisation; and Mr. Léon Jouhaux had been most clear-sighted when, on behalf of the International Federation of Trade Unions, he urged that Germany and Austria should be admitted to membership. It was only by securing the co-operation of all countries, whatever might be their form of Government, that it was possible to deal successfully with economic and social questions.

The British Minister of Labour paid a warm tribute to the memory of Albert Thomas, whose energy, skill and enthusiasm had made the International Labour Organisation a real instrument for social progress. Since its foundation, the Organisation had achieved practical results of the greatest value, and had become a genuine social and industrial League of Nations. Public opinion in all countries appreciated the way in which it dealt with labour questions in the light of practical realities. Mr. Brown quoted the opinion expressed by a man in the street whom he had asked whether he knew what the International Labour Organisation was. The man replied : " It seems to be a good idea, and to be working well."

The Minister of Labour expressed the hope that the work of the International Labour Organisation would continue to develop in the same spirit of mutual understanding between the representatives of Governments, employers, and workers. In conclusion, he paid a tribute to the retiring Chairman of the Governing Body, Mr. Leggett, who had done honour to his country in that eminent position.

Before leaving the Chair, Mr. Leggett thanked Mr. Ernest Brown on behalf of the Governing Body. He also thanked all members of the Governing Body for the help they had given him and the confidence they had shown in him. He reminded the Governing Body that he had been elected Chairman at the session held at Prague in October of last year. " It is now a poignant memory to me," he said, " to think of those happy days we spent there as compared with the position at the present time, but we know the great terror and destruction which would have fallen upon the world if that sacrifice had not been made."

Mr. Oersted (Denmark), on behalf of the Employers' group, Mr. Jouhaux (France), on behalf of the Workers' group, and Mr. Godart (France), on behalf of the Government group, expressed their gratitude to Mr. Leggett for the great services which he had rendered to the International Labour Organisation.

ELECTION OF OFFICERS OF THE GOVERNING BODY

After holding a brief private sitting so that the groups might seek agreement, the Governing Body, on the proposal of Mr. Justin Godart, French Government representative, unanimously elected Mr. Paal Berg, Norwegian Government representative, President of the Norwegian Supreme Court, as Chairman for the period October 1938–October 1939.

Mr. Paal Berg, on taking the Chair, thanked the members of the Governing Body for the honour which they had done to his country by electing him as Chairman. Norway, he said, was a small country which had put its trust in the development of international social justice and of peace. It believed in the mission of the International Labour Organisation, which it regarded as a valuable instrument for understanding and co-operation between peoples.

The Governing Body re-elected Mr. Oersted (Denmark) as Employers' Vice-Chairman and Mr. Mertens (Belgium) as Workers' Vice-Chairman.

PUBLIC WORKS

On this question the Governing Body had before it proposals submitted by the new International Public Works Committee, which met for the first time at Geneva in June 1938 under the chairmanship of Mr. Carter Goodrich, United States Government representative.

The establishment of this Committee marks a new advance in the action of the International Labour Organisation. It will be remembered that, at its 1937 Session, the International Labour Conference unanimously adopted a Recommendation in favour of the advanced planning of public works, which was recognised as a means of preventing unemployment and counteracting economic fluctuations. Considering that effective action for this purpose can only be based on adequate information and international co-operation, the Conference recommended that Governments should communicate annually to the International Labour Office, as far as possible in accordance with a uniform plan, information concerning public works undertaken or planned on their territory ; and it also requested the Governing Body of the International Labour Office to set up as soon as possible an international Committee for the purpose of studying the information communicated by the various countries.

This was the Committee which held its first meeting in June. The meeting was of a preparatory nature, its main task being to draw up the uniform plan suggested by the International Labour Conference for the reports which Governments will be asked to supply on the subject of their public works.

After a discussion in which Mr. Carter Goodrich, United States Government representative, Mr. Komarnicki, Polish Government representative, Mr. Soubbotitch, Yugoslav Government representative, Mr. Buxton, British Government representative, Mr. Hallsworth, workers' representative (Great Britain), and others took part, the Governing Body approved the proposals of the International Public Works Committee.

PREVENTION OF SILICOSIS

The Governing Body also approved the record of the Silicosis Conference, consisting of medical experts from ten countries, which was held at Geneva in September 1938. Silicosis is a lung disease caused by inhaling the dust of certain rocks or of materials used in manufacturing certain objects or products which contain silica. Many classes of workers, including miners, quarrymen, foundrymen, tunnel workers, and glass and pottery workers, are exposed to this disease in the course of their employment. The September Conference, which was highly technical in character, led to definite progress as regards the diagnosis of silicosis, and the study of methods of preventing it, more particularly by the suppression of dust.

A SECOND CONFERENCE OF AMERICAN STATES MEMBERS OF THE ORGANISATION

The Governing Body considered the resolution adopted last June by the International Labour Conference, proposing the calling in 1939 of a second Conference of American States which are

Members of the International Labour Organisation; this would be similar to the Conference held at Santiago in January 1936 with such universally recognised success.

On behalf of his Government, Mr. de Blanck, the Cuban Minister in London, invited the International Labour Office to hold this second Conference of American States at Havana at the most convenient date towards the end of 1939. In addition to the material arrangements which the Cuban Government would undertake, it would make a financial contribution towards the holding of this Conference.

Mr. Leggett, British Government representative, reminded the Governing Body of the excellent results obtained from the Santiago Conference and expressed his great pleasure at the invitation extended by the Cuban Government, which would make it possible to continue and develop the most useful work performed by regional conferences of the International Labour Organisation. In present circumstances, especially, the holding of a further conference of this kind would undoubtedly be a most important step.

Mr. Oersted (Denmark), on behalf of the Employers' group, expressed their gratitude to the Cuban Government. The employers considered that the Santiago Conference had served a most useful purpose, particularly in regard to the question of migration. He welcomed the gesture which the Cuban Government had made, as it would maintain the interest taken by the American continent in the work of the International Labour Organisation.

Mr. Léon Jouhaux (France) also supported the proposal on behalf of the Workers' group. He added that he had recently taken part in a workers' congress in Mexico where he had had an opportunity of noting a revival of the interest of the workers in the International Labour Organisation. In this connection the Havana Conference might have a considerable effect. It might also provide an effective means of solving the grave problem of the large scale emigration of the European populations who are obliged to leave their own countries owing to political régimes which prevent them from living there.

On behalf of their respective Governments, Mr. Helio Lobo (Brazil), M. Justin Godart (France), Mr. Luders de Negri (Mexico), Mr. Garcia Oldini (Chile), Mr. Fabra Ribas (Spain) thanked and congratulated the Cuban Government.

Finally the Chairman, Mr. Paal Berg, said it was clear that the whole Governing Body gratefully welcomed the invitation of the Cuban Government.

As regards the composition of the second Labour Conference of American States, the Governing Body decided that it should be the same as that of the Santiago Conference. Accordingly all the American States which are Members of the International Labour Organisation will be invited to send tripartite delegations composed of two Government delegates, one employers' delegate, and one workers, delegate, assisted by such advisers as might appear necessary. The American States which are not Members of the Organisation will be invited to send observers. The Governing Body will be represented by the Chairman and two Members from each of the groups (Governments, employers, and workers).

The agenda of the Conference will be as follows: Discussion of the Report of the Director of the International Labour Office; examination of the effect given to the resolutions of the Conference held at Santiago-de-Chile (particularly as regards women's and children's work and social insurance); organisation of official institutions dealing with immigration and settlement.

Reduction of Hours in Transport By Rail

The Governing Body decided, by 17 votes to 7, to convene a Technical Tripartite Meeting (consisting of Governments, employers, and workers) in March 1939 to discuss the reduction of hours of work in transport by rail, with a view to the subsequent inclusion of this question in the agenda of the International Labour Conference for the adoption of international regulations.

This decision was taken as a result of a resolution adopted by the International Labour Conference last June in the course of its discussions on the problem of the generalisation of the reduction of hours of work. It will be remembered that the Conference decided that drafts for Conventions should be prepared for discussion in 1939 dealing with industry, commerce, and offices and with coal mines, and that it dealt separately with the regulation of hours of work and rest periods for professional drivers of vehicles engaged in road transport; as regards other kinds of transport, it contemplated a procedure of preliminary discussion by one or more preparatory technical tripartite meetings.

It will therefore be a meeting of this kind, consisting of representatives of Governments and employers' and workers' organisations, which will meet in March 1939 to discuss the reduction of hours of work in transport by rail.

The Governing Body will discuss at a later stage when and under what conditions other meetings can be called for transport by inland waterway and transport by air, taking account of the development of national legislation and the stage reached in the preparatory work of the Office.

Venezuela and the International Labour Organisation

The Governing Body discussed the Report of Mr. Harold Butler, Director of the International Labour Office, on the work of the International Labour Organisation.

It noted with satisfaction that Venezuela, notwithstanding its decision to withdraw from the League of Nations, had declared that it nevertheless intended to remain a Member of the International Labour Organisation. Venezuela has adopted the same attitude in this respect as Chile, whose decision to remain a Member of the Organisation was communicated to the Governing Body at its last session.

The International Labour Conference of 1939

The Governing Body decided that the Twenty-fifth Session of the International Labour Conference should open on 8 June, 1939, at Geneva.

Other Questions

The Governing Body made a number of decisions concerning the composition and working of various Committees.

Further, it approved various suggestions of a practical kind for still further improving the procedure for supervising the application of international labour Conventions by the countries which have ratified them.

Invitation by the Norwegian Government

The Governing Body was invited by the Chairman, Mr. Paal Berg, on behalf of the Norwegian Government, to hold its next autumn session at Oslo.

Mr. Justin Godart (France) on behalf of the Government group, Mr. Oersted (Denmark) on behalf of the employers' group, and Mr. Mertens (Belgium) on behalf of the workers' group, expressed their gratitude to the Norwegian Government for this new evidence of its attachment to the International Labour Organisation.

The Governing Body, before closing the session, paid a tribute to Mr. Harold Butler, who will leave the International Labour Office on 31 December. It was the last occasion on which Mr. Butler attended a meeting of the Governing Body as Director of the Office.

Mr. Justin Godart (France), on behalf of the Government group, paid homage to the work done by Mr. Butler, who, after faithfully collaborating with Albert Thomas, had been his worthy successor. He recalled the success which had attended Mr. Butler's term of office, in particular as regards the progress of the International Labour Organisation towards universality. The adherence of the United States of America, the greatest industrial country in the world, to the Organisation, the Santiago Conference—now to be followed by the Conference at Havana—and Mr. Butler's visit to the far East were outstanding features of the work accomplished between 1932 and 1938 by the Director of the International Labour Office. The attention attracted throughout the world by the annual reports of the Director were also proof of the personal contribution made by Mr. Butler to the activities of the great institution of which he had had charge in circumstances that had often been difficult.

Mr. Oersted (Denmark) on behalf of the employers' group and Mr. Mertens (Belgium) on behalf of the workers' group joined in the tribute paid to Mr. Butler.

Mr. Enescu (Government, Rumania), Mr. Helio Lobo (Government, Brazil), Mr. Garcia Oldini (Government, Chile), Mr. Li Ping-Heng (Government, China), Mr. Soubbotitch (Government, Yugoslavia), Mr. Čurčin (Employer, Yugoslavia), Mr. Carter Goodrich (Government, United States of America), Mr. Hallsworth (Worker, Great Britain), Mr. Kirkaldy (Employer, Great Britain), Mr. Fabra Ribas (Government, Spain) and Mr. Paal Berg (Norway), the Chairman of the Governing Body, expressed their deep gratitude to Mr. Butler.

Mr. Butler warmly thanked the members of the Governing Body and assured them that in the new duties which he was to undertake he would continue to follow the great ideals of peace and justice which were the corner stones of the International Labour Organisation.

The Chairman and representatives of all three groups also warmly thanked the British Government for the magnificent welcome extended to the Governing Body in London.

The Eighty-sixth Session of the Governing Body will be held in Geneva from 30 January to 4 February, 1939.

* * *

MR. PAAL BERG, CHAIRMAN OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Mr. Paal Berg, representative of the Norwegian Government, whom the Governing Body of the International Labour Office has elected Chairman for the period October 1938–October 1939, was born at Hammerfest in 1873. Having studied law at the Universities of Oslo, Berlin and London, Mr. Berg entered the judiciary, acted as Judge of the Oslo Court from 1900 onwards, and became a member of the Supreme Court in 1913. He was President of the Industrial Court in 1916, Minister of Social Affairs from 1919 to 1920, Minister of Justice from 1924 to 1926, and has been President of the Supreme Court of Norway since 1929.

Mr. Paal Berg has played an active part in the work of the International Labour Organisation, both as delegate of the Norwegian Government at the International Labour Conference and as its representative on the Governing Body. He was President of the Maritime (Preparatory) Meeting in 1935 and of the Maritime Session of the International Labour Conference in 1936—two gatherings which produced important results from the point of view of the international protection of seamen's labour. Further, Mr. Berg was Government Vice-President of the Twentieth (general) Session of the International Labour Conference, also held in 1936.

RECOVERY AND RECESSION ?

In the *I.L.O. Year-Book* 1937-38, just out of the press, the International Labour Office reviews events which in the past year have affected the conditions of workers throughout the world, and draws attention to certain characteristic features of economic movements during this period.

Seen in retrospect, 1937 appears as a " boom " year, the culminating point of the recovery which followed the great world depression. This judgment calls for various remarks. In fact, during the year itself, singularly few of the symptoms of a boom were to be seen. It is true that production, employment, and international trade all touched or surpassed the 1929 level; but it is doubtful whether this can now be looked upon as a high mark. First of all, since 1929 the population of the world has increased by between 5 and 10 per cent.; and secondly, if the "normal" rate of economic development achieved in the pre-war period had still been operative, the productive records reached in 1937 would have been some 20 to 25 per cent. greater than in 1929.

"Against this," adds the Office, "there is the fact that much of the productive work done under present-day conditions escapes the statistical net. Thus the fact that coal mining has remained relatively stagnant for many years weighs down the production index of a large number of countries; but the fact that there are now thousands of filling stations and one-man repair garages does not appear in any of the indexes immediately available. There is accordingly a certain danger in making comparison with the records of previous years. But with all allowances made, the 'high point' reached in 1937 represented no more than a partial return of prosperity. The large percentage of unemployment in most of the leading countries is positive evidence of this. In fact, the principal justification for looking upon the 1937 peak as a boom is that it was followed by a depression. How serious the downward movement will prove to be it is impossible to foretell. The excessive abruptness of the decline in the United States and the fact that other countries showed considerable resistance to the downward tendency afford good hope that the recession will only be of short duration. But there are new and inestimable factors in the situation which make all forecasts unreliable."

MEETINGS ANNOUNCED

21 November, Geneva: Committee of Experts on Safety in Coal Mines.

28 November, Geneva: Committee of Experts on the Rights of Performers as regards Broadcasting, Television and the Mechanical Reproduction of Sound.

5 December, Geneva: Meeting of Experts on Social Insurance (Problem of Investment of Social Insurance Funds).

2 February, 1939, Geneva: Eighty-sixth Session of the Governing Body of the International Labour Office.

20 March, 1939 Geneva: Preparatory Technical Tripartite Meeting for the Reduction of Hours of Work in Transport by Rail.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE.

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Articles on industrial affairs; wage and unemployment statistics, etc.
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1938. No. 11 NOVEMBER

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AMERICA AND INTERNATIONAL LABOUR CONVENTIONS

For the first time, ratifications of international labour Conventions by the Government of the *United States* have been officially registered.

The ratifications concern five important Conventions which were adopted at the Maritime Session of the International Labour Conference held at Geneva in 1936.

They include the Convention regulating hours of work on board merchant ships on the basis of an eight-hour day and laying down the minimum manning scale for the application of such regulation.

The four other Conventions ratified by the United States are those on holidays with pay for seamen, the liability of the shipowner in case of sickness, injury or death of seamen, the minimum requirements of professional capacity for masters and officers of merchant ships, and the prohibition of the employment of children under 15 years of age on board ship.

* * *

Further, the Government of the Republic of *Argentina* has submitted to Congress a message recommending 17 international labour Conventions for approval.

THE PROMOTION OF SAFETY IN COAL MINES

The need for an international effort to reduce the accident risks in the coal-mining industry was once again made evident in the course of a meeting of experts, devoted to the study of safety in mines, which was held at the International Labour Office from 21 to 24 November.

The fact that miners are more exposed to danger than workers in other industries is well known; but the gravity of the risks is vividly illustrated by accident statistics.

A comparative study of the figures shows that, in 1935, there were twice as many fatal accidents in coal mining as in the remainder of industry in Czechoslovakia, 3 times as many in Germany, 7 times as many in the United States, 12 times as many in India, and 20 times as many in Japan.

As regards accidents not resulting in death, nearly twice as many occurred in coal mining as in the remainder of industry in Germany, more than twice as many in the Netherlands, 4 times as many in the United States, and 11 times as many in Japan.

In the course of 1935, there was an average of over 5 fatal accidents for every 1,000 miners in Japan, over 4 in the Union of South Africa, over 3 in the United States and Canada, and over 2 in Poland.

For the period between 1927 and 1936, the highest rates for accidents not resulting in death were recorded in France and Japan, with over 400 accidents annually for every 1,000 workers (accidents entailing incapacity for work for more than 4 days in the case of France, and for more than 3 days in the case of Japan).

In all countries, mining accidents are naturally more frequent in underground than in surface work.

Falls of ground constitute the most important cause of accidents to underground workers, the proportion of accidents due to this factor varying, according to country, between somewhat over one-quarter and one-half in fatal cases, and between one-eighth and rather over one-third in others. Accidents in connection with transport and haulage account for between 7 and 35 per cent. of the fatal, and between 10 and 55 per cent. of the other, cases. Next in importance come accidents due to explosions of coal dust and fire-damp, those due to the explosives used by miners, and those due to electricity.

In surface work, transport accidents represent the largest proportion of the total.

* * *

The Meeting on the subject organised by the International Labour Office brought together experts from six of the principal coal-producing countries: Belgium, France, Great Britain, Netherlands, Poland, the United States.

In welcoming the members on behalf of the Office, Mr. Winant, Assistant Director, recalled that the coal-mining industry, while one of the most important branches of economic activity, was also one of the most dangerous. The statistics, he said, showed both the number of accidents occurring in coal mines and the causes to which they were due, and thus indicated by what measures the lives and health of miners might be safeguarded. Protective Acts and regulations had been adopted in all the countries concerned, and it should be possible to extract, from the provisions which are contained in these texts and have stood the test of time, the basic elements of a model code of regulations which might be adopted by the International Labour Conference in the form of one or more Recommendations. The various coal-producing countries would then have a standard to guide them in drawing up their legislation. The chief difficulty in the way of such international regulation lay in the great diversity of mining conditions. The same difficulty was present, however, in the case of the building industry, and yet the International Labour Conference had succeeded in adopting useful measures for the promotion of the safety of building workers. The task of the experts consulted by the International Labour Office was to determine the aspects of the coal-mining industry in respect of which effective international regulations could be drawn up.

After Mr. Winant's speech, Mr. W. H. T. van Waterschoot van der Gracht, Chief Mining Engineer (Netherlands), was unanimously elected chairman of the meeting.

Speaking as Netherlands expert, Mr. van der Gracht announced that the administrative authorities of his country had just completed the preparation of new regulations which, though they had not yet been published, he had been authorised to communicate to the Committee.

Mr. Edward Fudge, Assistant Secretary in the Mines Department (Great Britain), informed the Committee that a report was shortly to be published in his country by the Royal Commission on Safety in Coal Mines, and that it would probably be followed by a number of amendments and improvements in British legislation on the subject.

These two reservations having been made, the experts discussed in detail the basic principles of a model code of safety regulations, for the guidance of countries wishing to prepare coal-mining regulations or to revise existing regulations.

Among the most important subjects proposed for inclusion in the code were those of explosives and shotfiring, pit props, haulage and travel, winding, ventilation, gases and coal dust, and electricity.

On most of these subjects, existing national regulations contain fairly complete provisions. Nevertheless, there are a few points which do not seem to be dealt with adequately. The first of these is the question of underground propping. Although falls of roof and sides are among the most common causes of mining accidents in all countries (in Great Britain, for instance, accidents due to this cause represented, in 1936, no less than 49 per cent. of the total number of serious accidents occurring underground), the regulations usually leave to the managements the task of drawing up, for each mine or group of mines separately, the rules for the placing of props. This state of affairs can hardly be regarded as satisfactory, and the experts considered that more detailed regulations should be introduced on the subject.

The question of the vocational education of miners and the qualifications to be demanded of them was also felt to require more detailed regulation than that at present in force in most countries. The application of regulations on this subject to hewers and other categories of underground workers would undoubtedly be of great value, for it is widely admitted that sound vocational training constitutes an effective means of promoting the safety of workers.

It would further seem necessary to include more explicit provisions than those usually contained in national regulations on the subject of the installation, use, shifting, etc., of conveyor plant of different types.

The best safety regulations, however, will always remain ineffective to a large extent if their application is not subjected to strict supervision. A sufficiently numerous and properly qualified body of mine inspectors is essential to the promotion of safety in coal mining.

A study must also be made of the best means of enabling the miners themselves to participate actively in the work of inspection. Various countries, including France and Belgium, have precise regulations on this point, and the Committee considered the desirability of recommending to other States the adoption of provisions embodying the essential elements of these regulations.

Besides legislation and its enforcement by means of effective supervision and inspection, private initiative is coming more and more to be regarded as a powerful instrument for the promotion of industrial safety. As regards the coal-mining industry, much has already been done by voluntary action, either on a national scale or in separate undertakings, in certain countries. Many miners have undoubtedly been preserved from fatal accidents as a result of the action of safety associations, safety committees, safety engineers, etc.

After discussing these various aspects of accident prevention, the experts reached the conclusion that a model code of safety regulations would be of great utility to all mining countries, and urged that a Recommendation embodying such a code should be prepared and submitted to them at a future meeting, with a view to the inclusion of the question in the agenda of one of the coming sessions of the International Labour Conference.

The Committee also made a number of technical suggestions for the improvement of national statistics on mining accidents, and for their preparation in a form calculated to facilitate international comparison.

Finally, the Committee examined the proposal of the French Government for the creation of an international centre of mining information, which should, under the guidance of the International Labour Office, collect material and centralise research in such a way as to enable the experts of different countries to pool their knowledge and exchange their views concerning questions of health and safety in mines and quarries.

The French expert, Mr. Galliot, former Director-General of Mines, commenting upon the proposal, stated that his Government had already been given satisfaction on many points in the course of the meeting and by means of the detailed material submitted to the Committee by the Office; if this material were kept up to date and extended a little in certain directions, and if steps were taken to facilitate and accelerate communication between the countries concerned, the French Government's scheme would, in effect, be realised. Mr. Galliot's suggestions were warmly approved by the whole Committee.

THE RIGHTS OF PERFORMERS AS REGARDS BROADCASTING, TELEVISION AND THE MECHANICAL REPRODUCTION OF SOUND

The problem whether international agreements can form a means of protecting the rights of performers as regards broadcasting, television and the various kinds of mechanical sound-reproduction came up for discussion by a Committee of Experts which met at the International Labour Office on 28 and 29 November, 1938. It is a problem that is becoming increasingly acute in consequence of the extraordinarily rapid development of phonographic recording and wireless telegraphy, which have completely changed the position of interpretative artists. The results of this revolution in the arts are aggravated by the fact that technical inventions in the two fields supplement each other, since wireless telegraphy permits long-distance recording and the gramophone record lends itself admirably to broadcasting.

The first report of the Office on this question shows how the public, able to listen to music and plays at home, has deserted the theatres and concert rooms. Dance halls, cafés and similar establishments more and more frequently use recorded or broadcast music and are thus able to dispense with the services of the orchestras which they previously employed. Even the crowded cinemas, which provided a certain number of openings for musicians in the days of the silent film, ceased to employ them after the sound film had been invented. The result has been the growth of unemployment to " catastrophic proportions."

In France, where there were about 7,000 theatrical artists in 1932, it was estimated that only 1,500 had employment. In the United States, in 1935, the list drawn up by the Administration of cases in which relief was urgently needed (a list far from registering all unemployment) contained the names of 15,000 unemployed musicians. An enquiry into unemployment among professional workers in Japan showed that the proportion of musicians unemployed in 1936 was 41 per cent., as against 16 per cent. for technical employees in industry. In Vienna, 90 per cent. of the musicians were without employment in 1937.

No doubt the general depression, which has affected all occupations, explains this situation in part. It should, however, be pointed out that, whereas in most branches of production the depression has been characterised by obvious under-consumption, never in history has the public listened to so much music and so many entertainments as to-day, when interpretative artists are so grievously affected by unemployment. Even after the general incidence of the depression has been taken into full account, it may be regarded as certain that the position in which performers have been and still are placed is due to the appearance and development of broadcasting and recorded music. Such openings for employment as they can find in the preparation of records and the organisation of broadcasts seem far from sufficient to make up for the competition with which direct performance before the public has to contend in consequence of these new techniques.

This situation has recently been complicated by a further factor. During the last few years, the sale of gramophone records has decreased considerably, owing apparently to the growth of broadcasting and to the more and more frequent use which this industry makes of recorded music. For example, the manufacturers' receipts from sales of records in the United States fell from over $47,000,000 in 1921 to $3,628,016 in 1935. On the other hand, the number of persons listening to wireless programmes rose from 16 million in 1925 to 60 million in 1932; and in four years, between 1925 and 1929, the total receipts from the sale of wireless sets rose from $165,000,000 to $592,000,000. Moreover, the reports submitted to the International Congress of the Phonographic Industry in 1933 called attention to a considerable fall in the sales of records in many countries, and attributed this to broadcasting in general and more particularly to the use which the latter makes of records (up to 100 per cent. of the programmes of certain small stations).

The harm which this method has done to performers is twofold. Firstly, the openings previously provided by the gramophone industry are very greatly reduced owing to the critical position in which this industry is placed; and secondly, the frequent use of gramophone records for broadcasting replaces the living artist in the studio and thus deprives him of another possibility of employment.

The report of the International Labour Office recognises that broadcasting authorities or undertakings could not function without the help of gramophone records. Large sums are saved by the use of the gramophone, and the funds at the disposal of the broadcasting establishments are far from enabling them to employ the artist himself on a regular and continuous basis. A striking illustration of this is that in the United States a chain of broadcasting stations had to pay $5,000 to a famous orchestra for transmission of a concert; a rival group bought several records made by this same orchestra, and was able to broadcast a concert of equal length and similar artistic value at a cost of less than $10. An enquiry conducted in 14 European countries showed that in three months the time on the air given to the broadcasting of records was over 8,000 hours; the price of the records thus broadcast was estimated at £9,230 in all; but if the broadcasting companies had had the same programmes given by the artists themselves, they would have had to pay over £200,000.

It must be admitted, therefore, that only by recourse to gramophone records can the broadcasting establishments regularly offer the public programmes of a high standard and a varied character; to deprive them of this possibility would be a serious blow to their financial equilibrium and their artistic possibilities. But it is none the less true that performers suffer severely from this situation. They are the hardest hit of all the parties collaborating in wireless telegraphy, since the others have succeeded in securing recognition of certain rights and the payment of certain compensation in case of broadcasts of this sort.

* * *

The meeting convened by the International Labour Office to study the international aspects of the problem of protecting this large group of workers was attended by the following: Mr. Gerbrandy (Amsterdam), of the International Broadcasting Union, accompanied by Mr. Jardine-Brown (London), of the British Broadcasting Corporation, and Mr. Dovaz (Geneva), Assistant General Secretary of the International Broadcasting Union; Mr. Lecocq, Secretary-General of the International Organisation of Industrial Employers; Mr. Brian Bramall, Secretary-Treasurer of the International Federation of the Phonographic Industry; Mr. Romain Coolus, Honorary President of the International Confederation of Authors' and Composers' Societies, accompanied by Mr. René Jeanne, General Secretary; Mr. Gallié, Secretary-General of the International Confederation of Professional Workers; Mr. Cebron, General Secretary of the French National Federation of Theatrical Employees.

The International Institute of Intellectual Co-operation was represented by Mr. Weiss, the Secretariat of the League of Nations by Mr. Vejarano and Mr. Giraud, and the Committee of the International Union for the Protection of Literary and Artistic Property by Mr. Mentha.

After Mr. Tixier, Assistant Director of the International Labour Office, had welcomed the experts, the Committee unanimously elected Mr. Lecocq as Chairman.

In his opening speech, Mr. Lecocq reminded the members how the question of performers' rights had come before the International Labour Office several years ago, and recalled the action taken on the subject by the Advisory Committee on Professional Workers. The Governing Body of the International Labour Office, he said, was now considering the inclusion of the question in the agenda of a future session of the International Labour Conference, with a view to its regulation by international measures, but before taking a final decision, it wished to have the question of the contents of the proposed international regulations examined by specially qualified experts.

At the beginning of the discussion, Mr. Cebron thanked the International Labour Office, in the name of workers in entertainment undertakings, for having taken up the question of performers' rights. These workers, he said, in their efforts to obtain protection for their work, were particularly anxious to leave authors' rights absolutely intact, both in principle and in practice. Their interests should remain in harmony with those of the authors whose creations they interpreted. They took up their stand, therefore, not upon existing Conventions for the protection of authors' rights, but upon the right to work: any person who employed the labour of another was bound to respect that labour, and the person who performed it was entitled to fair remuneration. It was for this reason, the speaker said, that performers had appealed to the International Labour Organisation.

Mr. Romain Coolus, speaking as the representative of the International Confederation of Authors' and Composers' Societies, welcomed Mr. Cebron's statement and affirmed that, while authors were opposed to the infringement of their rights by the introduction in copyright Conventions of provisions establishing performers' rights, they were fully agreed that the problem of the protection and fair remuneration of performers of broadcast or recorded works should be dealt with as a labour problem, by the International Labour Office. On this plane, he said, the authors were prepared to support the performers' demands; and they hoped that the question would be brought before the International Labour Conference at the earliest possible date with a view to the adoption of international regulations.

Mr. Bramall declared, in the name of the phonographic industry, that it sympathised with the performers' demands and hoped that an equitable solution of the question would be found, it being understood that the rights of performers should infringe neither those of authors nor those of the industries applying new technical methods.

After these general declarations, the experts proceeded to a detailed examination of the points which should be included in a scheme of international regulations for the protection of performers' rights. They reached agreement on a certain number of principles capable of serving as the basis of an international Convention for submission to the International Labour Conference at a future session. These principles included the following points:

> Without prejudice to the exclusive rights of authors, no record and no broadcast of an original performance may be made without the consent of the performer. (This provision does not cover recording for the internal technical needs of the broadcasting institution.)
>
> The performer is entitled to require that his name be indicated on records of his performances and when his performances are broadcast.
>
> When a performance is broadcast (as in the case of wireless broadcasts of plays, concerts, etc., given in theatres or other establishments), the performer is entitled to claim from his employer a separate remuneration for each broadcast, distinct from remuneration for the performance itself, even when his contract contains no provisions to that effect.
>
> Performers should be protected against clandestine recording (*i.e.*, recording without the

performer's knowledge and consent) and against all use of such records.

The broadcasting organisations are entitled to record artists' performances for broadcasting at a later date, without making a payment additional to that stipulated for the direct broadcast. On the other hand, if subsequent use is made of the record, special remuneration must be given for it.

Exercise of these rights should be vested in the performers or, in the case of group performances, in the persons empowered to this effect.

The acquisition from an artist of the right to record all his future performances in consideration of a lump sum payment should be prohibited.

The experts also declared themselves in favour of the inclusion, in the proposed regulations, of provisions regarding the duration of performers' rights, exceptions to the application of performers' rights in the case of performances in the public interest, and methods of the transmission of all or part of such rights. Lastly, they stressed the necessity of providing for arbitration in case of dispute.

MEETINGS ANNOUNCED

30 January, 1939, Geneva : Preparatory Committee on the Textile Industry.

2–4 February, 1939, Geneva : Eighty-sixth Session of the Governing Body of the International Labour Office.

20 March, 1939, Geneva : Preparatory Technical Tripartite Meeting for the Reduction of Hours of Work in Transport by Rail.

1 June, 1939, Geneva : Preparatory Technical Conference on Labour Inspection.

8 June, 1939, Geneva : Twenty-fifth Session of the International Labour Conference.

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1938. No. 12 DECEMBER

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THE INTERNATIONAL LABOUR ORGANISATION IN 1938

Despite the political crisis, the activity of the International Labour Organisation still further increased during the year 1938. Its June Conference, in which representatives of fifty nations and many European and overseas Ministers of Labour took part, was one of the best-attended and most interesting which have met at Geneva. Its good relations with Governments, employers' and workers' organisations have been kept up and developed through regular and fruitful collaboration. The International Labour Conventions ratified by States during the year 1938 were more numerous than in previous years ; as were the requests of European and extra-European Governments for the technical assistance of the International Labour Office to prepare or revise their social legislation by taking into account the results achieved or experience gained by foreign countries. Finally, the International Labour Organisation has carried on its regular work of research and information in all fields, continuing to study objectively the new problems everywhere created by the development of industry.

The year 1938 was marked by the resignation of Mr. Harold Butler, who had succeeded Albert Thomas as Director of the I.L.O. in 1932 and had carried on the latter's work.

Mr. John Winant, Assistant Director, was appointed as Mr. Butler's successor at the head of the I.L.O., with, as Deputy Director, Mr. Edward Phelan, one of the original creators of the I.L.O., whose unbroken service at Geneva testifies to the continuity of Albert Thomas' tradition. The appointment of Mr. Winant, who has played an important part in his country, as Governor of the State of New Hampshire and later as Chairman of the Social Security Board, is a sign, visible to the world at large, of the United States' active share in the work of the Organisation. The presence at Geneva of Miss Frances Perkins, Secretary of Labour, at the 1938 Session of the Conference, and the fact that, for the first time, the United States has ratified international labour Conventions (to the number of five, including that on hours of work on board ship) are also evidence of the desire for genuine collaboration felt by the great North American Republic.

This desire has, moreover, been common to all parts of the American Continent. As industry develops throughout the world, the urgent character of industrial and social problems is felt more and more in extra-European countries ; and this feeling took shape in a resolution unanimously adopted by the International Labour Conference. The result was the calling for November 1939 of a Second Labour Conference of American Countries, similar to the one held at Santiago de Chile in 1936, which proved so useful. This second American Labour Conference will be held at Havana, at the generous invitation of the Government of Cuba, which has offered financial aid.

In response to the invitation of the British Government, the Governing Body of the I.L.O. met in London last October. The warm welcome which its members received everywhere in Great Britain, the willing and active participation alike of the British Government, employers and workers, and the unanimously favourable comment in the Press of all political tendencies, enhanced the importance of this proof of the attachment of the world's oldest industrial country, and one of its greatest to the International Labour Organisation. King George himself stressed the significance of the occasion in his speech from the Throne on 4 November.

Then again, the Norwegian Government has invited the Governing Body of the I.L.O. to hold its 1939 autumn session at Oslo. A delegation of the Governing Body is now visiting South Africa at the invitation of the Union Government. Coming after the visits of Mr. Butler to Malaya, the Netherlands Indies, Ceylon, India and Egypt, these facts, by their very geographical diversity, show the interest that the activity of the International Labour Organisation arouses in widely varying regions of the world.

This interest is also manifest in the ever-increasing number of ratifications of international labour Conventions by the various States. Seventy ratifications were registered in 1938, as against 35 in

1937 and 53 in 1936; not since 1933 has there been a greater number of ratifications than in the past year.

Equally significant is the fact that the 1938 Session of the International Labour Conference, under the presidency of the Brazilian Minister of Labour, Industry and Commerce, had a total attendance practically equal to that of the 1937 Session, which was the greatest in point of numbers up to that date.

This fact is the more interesting because the agenda of last year's Conference did not involve any essential decision. On one point only was it possible for a Convention to be adopted; and on that point a Convention was adopted in the most satisfactory way. Its object is to make the hours-of-work and wage statistics of the various countries more easily comparable on an international basis.

With regard to the other questions before it, the 1938 Conference was required to engage in a preliminary examination only; and in fact it prepared effectively for definite decisions in the following year on technical and vocational education and apprenticeship, the regulation of contracts of employment of indigenous workers, and the recruiting, placing and conditions of employment (equality of treatment) of migrant workers.

The discussions on problems of hours of work, put in a new form, were also of a preliminary character; they will be resumed at the 1939 Session of the Conference, which will deal with the reduction of hours of work in industry, commerce and offices and in coal mines, and also with the regulation of hours of work and rest periods of professional drivers and their assistants engaged in road transport. Further, the reduction of hours of work in transport by rail will be studied in the first place by a technical conference convened for 20 March, 1939. Thus, despite the armaments race, which has retarded this reform, the normal activity of the Organisation in the complex field of hours of work is being steadily continued.

As regards public works, considered as a useful means of preventing unemployment and counteracting economic fluctuations, a further stage was reached by the convening of the first meeting of the new "International Public Works Committee," which is the first step towards effective international collaboration on this subject.

Two other important meetings opened up for the International Labour Organisation new, or at least only partly explored, subjects for special study in the international field. In February 1938 there was held at Geneva the first session of the new Permanent Agricultural Committee—a sort of international parliament of the agricultural world—which will aid the I.L.O. in its efforts to solve the social problems of agriculture on a wide scale. It was remarkable for the attendance of qualified experts, not only from Europe, but also from Argentina, Australia, Brazil, Canada, China, India, Japan, Mexico and the United States. The problems of hours of work, wage-fixing and other conditions of work, which are of vital importance for agricultural wage-earners, were dealt with in a comprehending manner—proof of the general desire to better the conditions of agricultural workers so far as economic conditions may allow. In March 1938 a Conference of Experts on the development of Migration for Settlement, also at Geneva, brought emigration and immigration countries into direct contact for the first time. It revealed new possibilities for migration movements, and contributed to a mutual understanding between certain of the countries chiefly concerned.

The coal industry was the subject during this year of two other most useful meetings: a Technical Tripartite Meeting on the Reduction of Hours of Work in Coal Mines; and a Committee of Experts on Safety in Coal Mines, which drew up a preliminary draft for a model safety code to decrease the risk of accidents.

Miners' interests were also involved in another meeting, intended to protect their health and that of stone, quarry and pottery workers and, in general, all workers exposed to the inhalation of dusts containing silica; this was the Conference of Experts on Silicosis, which, continuing the work of the Johannesburg Conference of 1930, studied the measures to be taken against this pulmonary disease.

The legal regulation of the work of salaried employees; the safeguarding of the rights of interpretative artistes as regards broadcasting, television and the mechanical reproduction of sound; the social aspects of scientific management; and the difficult problems raised in almost all countries by the investment of funds of social insurance institutions—these were also studied by special meetings.

On the above questions, as for all those discussed by the International Labour Conference, the I.L.O. drew up the usual documented reports. Moreover, in addition to its regular publications—the weekly *Industrial and Labour Information*, the monthly *International Labour Review*, the *I.L.O. Year-Book*, the *Year-Book of Labour Statistics*, the *Industrial Safety Survey*, the *Bibliography of Industrial Hygiene*, the *International Survey of Legal Decisions on Labour Law*, the *Legislative Series*, etc.—it issued special studies on the world textile industry, the workers' standard of living, the legal status of working women, labour courts, statistics of industrial accidents, the economical organisation of medical and pharmaceutical benefits in sickness insurance, problems of industry in the East, the conditions of work of Indians in Peru, etc.

The number and variety of these reports and studies show that the scientific activity of the International Labour Office is keeping pace with its general vitality, to which the wide network of its relations throughout the world and the development of its work of social legislation bear witness.

THE INVESTMENT OF FUNDS OF SOCIAL INSURANCE INSTITUTIONS

From 5 to 9 December, 1938, a Committee of Experts, under the Chairmanship of Mr. S. Mochanoff, Chairman of the Bulgarian Sobranie and a former Minister of National Economy and Finance, met at the International Labour Office to study the complex problems connected with the investment of the funds of social insurance institutions.

The presence at this meeting of many specialists from extra-European as well as European countries shows the widespread interest now taken in this question.

The investment of their funds is one of the principal preoccupations of social insurance institutions, as well as of all persons responsible for safeguarding the existing and future rights of those insured. The reserves accumulated by social insurance schemes for the payment of old-age, invalidity and widows' and orphans' pensions often amount to tremendous sums; the choice of investments and the ratios between these are therefore of vital importance not only for the prosperity and the soundness of insurance institutions, but also because of their effect on the financial policy of the State and of its component parts (regional and local authorities) and on the national economy as a whole.

The Committee first of all outlined the three basic principles of the sound investment of funds—safety, liquidity and yield; it added that account should also be taken of the social and economic utility of investments.

An important part of the experts' work dealt with the classes of investments to be regarded as permissible—those with fixed or with variable yields, those in real or in personal property. The appropriate distribution of investments among the various classes of holdings was prescribed; and a clear definition was given of the conditions to be fulfilled by each class of investment, the precautions to be taken and the reasons militating in favour of acquiring one investment or another.

The conclusions adopted by the Committee, which will be submitted to the Governing Body of the International Labour Office, emphasise the two chief aims of a proper policy of administering social insurance moneys. In the first place, to safeguard pensions and other benefits promised to the insured, it is not only necessary to conserve the insurance holding but to provide for its optimum utilisation. Secondly, by a wise distribution of their masses of reserves, the insurance institutions should contribute to the economic prosperity of the country and to the improvement of the workers' standard of living—through the prevention of unemployment, the improvement of health and housing, the creation of new means of production, town planning, the building of schools, etc.

Finally, the Committee stated that not only qualified experts but also the public authorities, representing the community, and the principal factors of production, i.e. representatives of employers and workers, should be associated in the administration of insurance moneys.

* * *

The following took part in the meeting:

Mr. Chr. N. Agallopoulos (Greece), Mr. Léon Bisqueret (Belgium), Mr. A. Bohren (Switzerland), Mr. Pereira da Camara (Brazil), Mrs. Eleanor L. Dulles (United States), Mr. Tadeusz Dyboski (Poland), Mr. José Gonzalez-Galé (Argentina), Mr. Edgar Hackforth (Great Britain), Mr. Edward Henning (Sweden), Mr. Paul Henry (France), Mr. Vladislav Klumpar (Czechoslovakia), Mr. Ervin Lengyel (Hungary), Mr. K. Lindner (Netherlands), Mr. Frederico de Macedo Santos (Portugal), Mr. Radovan Matjasic (Yugoslavia), Mr. S. Mochanoff (Bulgaria).

The Governing Body of the International Labour Office was represented by Mr. Garcia Oldini (Chile), for the Government Group, Mr. Gustave L. Gérard (Belgium) for the Employers' Group, and Mr. L. Kupers (Netherlands) for the Workers' Group.

Mr. Georges Royot, of the Bank of International Settlements, and Mr. B. A. Rosenbord, of the Secretariat of the League of Nations, were also present at the meeting.

ERNEST MAHAIM

The International Labour Office deeply regrets to record the death of Professor Ernest Mahaim, which occurred at Liége, on 1 December, 1938.

Professor Mahaim was born in 1865, and studied law and economics with distinction, first at the University of Liége and subsequently at several other European universities. He was appointed as a lecturer on these two subjects by the University of Liége in 1892, and soon specialised in the study of problems of labour law, which was then beginning to develop. He also studied the connection between this new department of legal science and international life. In 1897 he was one of the organisers of the first International Congress on Labour Legislation, which resulted three years later, largely thanks to Ernest Mahaim's work, in the foundation of the International Association for Labour Legislation.

During the years which preceded the war, Ernest Mahaim was a true pioneer of international social progress. It is not too much to say that he was the creator of the new department of legal theory which has been appropriately called international labour law. This was the title which he gave to a course of lectures which he delivered in 1912 at the University of Paris; and these lectures can now be seen, in historical perspective, as nothing less than prophetic. He gave the same title to a treatise embodying the principles of these lectures, which he published in 1913.

The undisputed authority which Ernest Mahaim had acquired, and the attention aroused by his teaching concerning the need for an international body to encourage and co-ordinate social progress in the various countries, led the Belgian Government to appoint him in 1919 as its representative on the Commission for International Labour Legislation at the Peace Conference, which drafted the Constitution of the International Labour Organisation.

Ernest Mahaim became Minister of Industry, Labour and Supply in 1921. In 1923 he was appointed as head of the Solvay Sociological Institute at Brussels; he carried out his duties in this post side by side with his functions as Professor at Liége. In 1925, the Curatorium of the Academy of International Law invited him to give a series of lectures at The Hague on the Permanent Labour Organisation. These lectures formed an appropriate sequel to those which he had given at Paris before the war. Among the events of the later years of his life may be mentioned his appointment as Emeritus Professor of the University of Liége in 1935, and his selection for various important posts by the Government, including the chairmanship of the National Office for Placing and Unemployment, and of Ministerial Commissions set up to study the practical application of the social reforms of 1936.

In the International Labour Organisation, which he did so much to bring into being, Ernest Mahaim always played an outstanding part. He was Belgian Government delegate at all the ordinary sessions of the International Labour Conference from 1919 to 1938, and President of the 1930 Session. On the Governing Body of the International Labour Office he represented the Belgian Government from the beginning until 1935, when the changes in the composition of the Governing Body which followed on the entry of the United States of America and the Union of Soviet Socialist Republics into the Organisation resulted in the Belgian Government's losing its permanent seat. So great, however, was the respect felt for Ernest Mahaim by all sections of the Governing Body, owing to his knowledge of social conditions, his legal experience, his fidelity to his principles and his spirit of conciliation, that the Government Group unanimously decided to enable him to continue to take part in the work of the Governing Body as deputy member, a position which he still held at the time of his death. Earlier than this, in 1931, when the first Chairman of the Governing Body, Arthur Fontaine, died suddenly, the respect and affection which all members of the Governing Body felt for Ernest Mahaim led them to elect him as Chairman; and he occupied that position until October 1932.

In Ernest Mahaim, jurist, economist, sociologist, tireless worker and unflagging apostle, the International Labour Office has lost one of its earliest pioneers. True to his ideals, he was able throughout his life to co-ordinate doctrine and practical action, showing the same devotion and achieving the same results in each. His whole existence, given up as it was to the pursuit of justice, is a moving example of creative unity. It is rare indeed that a man has the privilege of seeing the noblest aspirations of his youth become realities within his lifetime; such was the lot of Ernest Mahaim. His memory will remain in history assimilated with the founding and growth of the International Labour Organisation.

MEETINGS ANNOUNCED

27 January, 1939, Geneva: Preparatory Committee on the Textile Industry.

2–3–4 February, Geneva: 86th Session of the Governing Body of the International Labour Office.

20 March, Geneva: Preparatory Technical Conference on Rail Transport.

1 June, Geneva: Preparatory Technical Conference on the Organisation of Labour Inspection.

8 June, Geneva: 25th Session of the International Labour Conference.

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